ERIC Document Resume	See Instruction Sheet	DATE OF RESUME 6/2/65	DATE RECEIVED

A. PUBLICATION DATA

1. ERIC NUMBER	2. ORIGINATOR CONTROL NO(S).	3. IDENTIFICATION NO.
ED000656	8100	OE-57004

4. AUTHOR(S):
Morrison, D.G. and Martorana, S. V.

5. TITLE OF DOCUMENT ABSTRACTED:
State Formulas for the Support of Public 2-year Colleges

6. PUBLICATION TITLE:
N.A.

7. EDITOR(S):
N.A.

9. PUBLISHER OR SOURCE
U.S. Government Printing Office

10. VOL.	11. PAGES	12. MO./YR.	13. TOTAL PP.
N.A.	N.A.	62	70

8. PLACE OF ORIGIN
ORG. Office of Edu.
ST. Dept. of HEW
CITY, STATE Wash., D.C.
TELE. EXT.
INST/LOC CODE

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TYPE OF REPORT
PROPOSAL ☐
IN-PROGRESS ☐
FINAL ☒
FOLLOW-UP ☐

OTHER ERIC REFERENCES:

ERIC SATELLITE CODE

B. INDEXING DATA

14. SUBJECT AREA

15. TYPE OF ENDEAVOR
Survey

16. INDEXING TERMS (6-12)

Office of Edu.	public schools	government		
higher education	administration	legislation		
junior colleges	finance	surveys		

17. ABSTRACT (MAX. 250 WORDS)

A study which should be helpful to those States and districts which are considering the establishment of 2-year colleges and to those planning a reexamination of the support pattern for existing institutions. The report examines the various formulas and patterns of support for 2-year colleges and the proportion of this support which is received from the State, from the district, and from student sources. It reviews practices followed in each State for supporting 2-year colleges and analyzes the laws and regulations of each State to discover any specific statements dealing with sources and amounts of support for these institutions. State exhibits show the laws, regulations, and practices followed in the support of each type of publicly supported 2-year college.

NOT AVAILABLE FROM ERIC: CONTACT PUBLISHER

ERIC No.

18. SOURCE OF ABSTRACT
Reporter No. 6

C. FUNDING DATA

19. SUPPORTING ORGANIZATION

20. DIVISION OR DEPT.

21. CONTRACT NO.
PROJECT NO.

22. TOTAL COST OF PROJECT

23. DURATION OF PROJECT

U.S. Department of Health, Education, and Welfare
Office of Education

U. S. DEPARTMENT OF HEALTH, EDUCATION AND WELFARE
Office of Education

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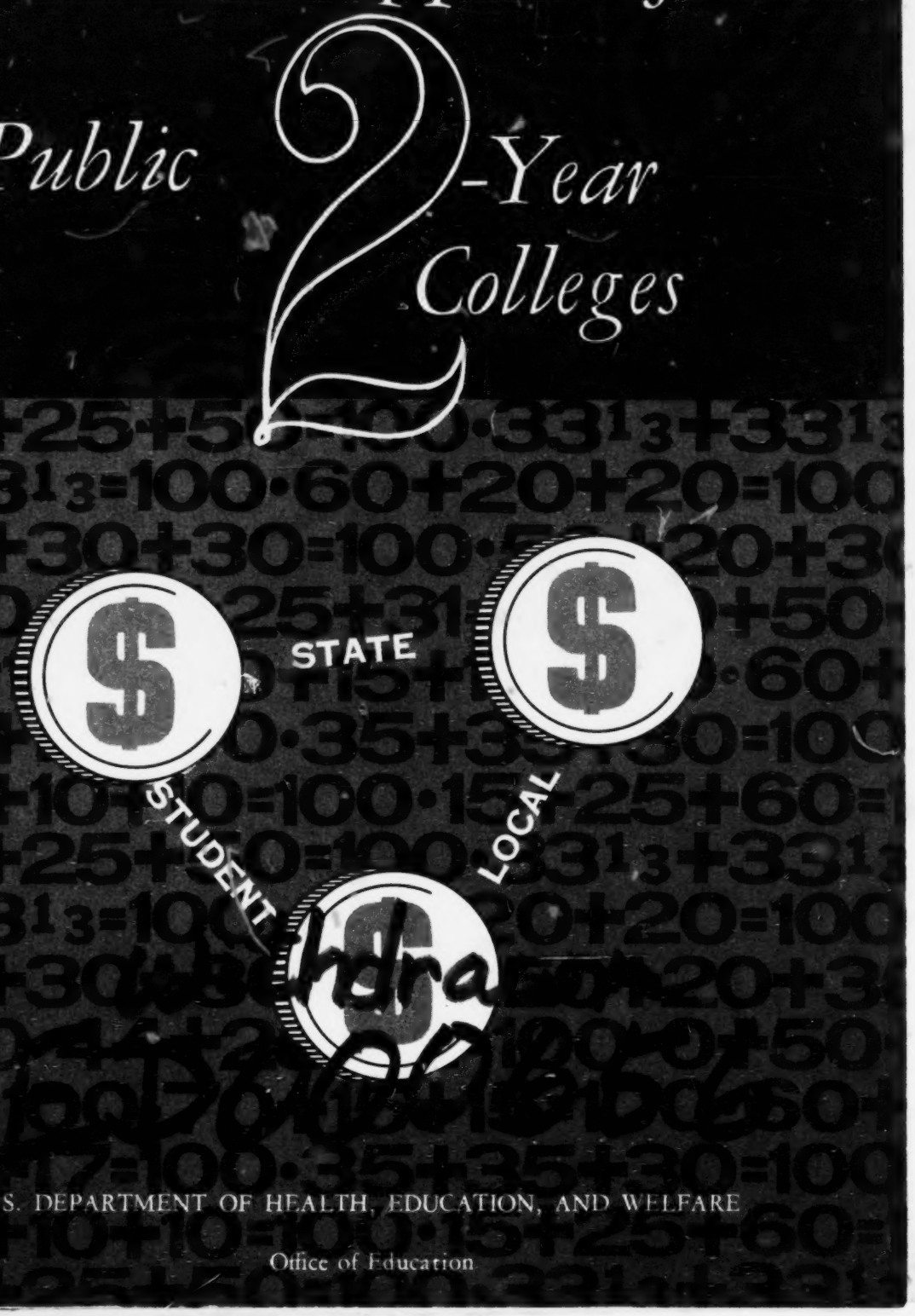
OE 57004

State Formulas for the Support of Public 2-Year Colleges



U. S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
Office of Education

Highlights

In 1960 there were 452 2-year colleges in 42 States receiving some public funds for their support. These 452 institutions included 303 local junior colleges, 22 State junior colleges, 12 technical institutes, 89 branches or extension centers of 4-year colleges or universities, and 26 other 2-year colleges not fitting the above categories. Sixteen States had two types of 2-year colleges and generally had a different support pattern for each type within a State.

☆ ☆ ☆

Support for current operations generally comes from three sources—the student, the locality, and the State. Great variations were found in the percentages received from each source. Twenty-one examples were found where all three sources shared the cost. In 28 examples, two sources shared in 6, one source bore the cost alone. Including the examples where no specific pattern was shown, there were 58 different examples found for current operational support.

☆ ☆ ☆

Seventeen States had a specific formula in the law for current operational support. Twenty-six States provided legislative appropriations for current support.

☆ ☆ ☆

There were great variations in the support patterns for capital outlay, the sources being the State and the locality, although in all but six States only one source contributed.

☆ ☆ ☆

Eighteen States had a law dealing with capital support for at least one type of 2-year college. Some of these specified the agency authorized to request funds and some referred to the specific amount or percentage of funds to be received from State sources. Fifteen other States provided funds for capital outlay but had no law governing these matters.

☆ ☆ ☆

In actual practice, State support for capital outlay was provided for at least one type of 2-year college in 26 States. Slightly over one-third of all publicly supported 2-year colleges received such support. Included in this number were 100 percent of the technical institutes and State colleges, 32 percent of the local junior colleges, and 27 percent of the extension centers and branches. In general, State support for capital outlay was 100 percent or none at all.

☆ ☆ ☆

In 33 States local support for 2-year colleges was provided. This included approximately 82 percent of all publicly supported 2-year colleges. Ninety-two percent of the local junior colleges received some local funds for capital outlay.

OE-57004

State Formulas for the Support of Public 2-Year Colleges

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Bulletin 1962, No. 14

U.S. DEPARTMENT OF
HEALTH, EDUCATION, AND WELFARE

Anthony J. Celebrezze, *Secretary*

Office of Education
Sterling M. McMurrin, *Commissioner*

UNITED STATES
GOVERNMENT PRINTING OFFICE
WASHINGTON : 1962

For sale by the Superintendent of Documents, U.S. Government Printing Office
Washington 25, D.C. Price 30 cents

Foreword

THERE CAN BE no disagreement with the statement that any college must have adequate support to accomplish the role for which it was established. However, there is little agreement as to the patterns of support which should be used. This is especially true in the publicly supported 2-year colleges where a great variety of support patterns exists.

The main purpose of this study is to examine the various formulas and patterns of support for 2-year colleges and to review the proportion of this support which is received from the State, from the district, and from student sources. The study reviews the practices followed in the support of 2-year colleges in each State. It reveals the fact that many States have two types of 2-year colleges receiving public support. It also analyzes the laws and regulations of each State to discover any specific statements dealing with sources and amounts of support for these institutions. State exhibits are given to show the laws, regulations, and practices followed in the support of each type of publicly supported 2-year college.

It is anticipated that this study will be helpful to those States and districts which are presently considering the establishment of 2-year colleges, as well as to those planning a reexamination of the support pattern for existing institutions.

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for Higher Education.

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Administration Branch.

Acknowledgments

FROM THE FIRST ACTIONS to initiate this project to its completion, the authors have received help and encouragement from many persons actively engaged in the 2-year college movement. Too many to name individually, they should at least be recognized by general designation here. These persons who are serving in State departments of education or in offices of other similar State educational agencies and who have responsibility for statewide coordination and supervision of 2-year colleges were fundamentally helpful in getting the project started and in providing data related to it. The chief executives of a few individual 2-year colleges also helped by providing information about factors which governed the financing of their own institutions and of others in their State.

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CHAPTER I

The Study

WITHIN the current rising surge of public interest in college and university education, the special attraction of the 2-year college is notable. Operating under different names in different States and situations, these 2-year colleges have come to be recognized as a basic answer to the demand of more people for more education beyond the high school level. The decentralization of higher education, which the establishment of 2-year institutions represents, is aimed essentially at the reduction of the barriers of geography and financial costs which have traditionally kept many who desire and could profit by further education from attaining this goal.

In view of the main objective set for the public 2-year colleges, namely, the making of post-high-school education more accessible to the students, many questions arise as to the proper and the best ways by which they should be financed. Some States, for example, California and Kansas assert that public 2-year colleges should be tuition-free like the high schools. Others maintain that since these colleges provide education and training beyond the age of compulsory school attendance the student should share in the costs.

As more and more States proceed to decentralize higher education by establishing one type of 2-year college or another, this question of financing takes on added interest and significance. Yet to date, a comprehensive compilation and discussion of procedures and practices currently in effect in the several States in distributing the costs of 2-year colleges between the several main sources of support has not been provided.

PURPOSES AND BACKGROUND OF THE STUDY

This bulletin reports and discusses information on the comparative proportions of support for 2-year colleges received from the State, the district, and the student. On the basis of these compiled data, it is hoped that present practices can be better appraised and ones as yet unformulated better developed.

Some data bearing on this question of allocation of burden of support were provided in *Patterns of Organization and Support in Public 2-Year Colleges.*[1] This publication reported amounts of income received by public 2-year colleges when grouped according to type of control and by geographic region. It did not present specific illustrations of the practices in each of the States. Another recent publication, *Criteria for the Establishment of 2-Year Colleges,*[2] also touched upon the question of support burdens. It provided information and attempted to provide guidelines and specifics regarding the major criteria to be considered in founding new colleges. Financial support was one of the more important considerations discussed.

In considering the data and discussion of the allocation of financial costs for the several States reported in this bulletin, it must be noted that a satisfactory support pattern in one State seldom will work equally well in another. However, a careful review of what support is provided in a variety of situations over the Nation can be extremely helpful to the State and local agencies considering such matters. The ultimate policy formulated to govern the financing of public 2-year colleges, of course, must rest basically on factors within the State for which the institution will actually operate. The purpose of this study, therefore, is to present a review of the laws, the regulations, and the practices involved in providing support for 2-year colleges in each of the 50 States.

PLAN OF THE STUDY

Much of the basic information needed to complete this study was already available in the Office of Education. It consisted of documentary materials such as State laws and official regulations issued by State supervisory and regulatory agencies. In the interest of completeness and accuracy, the summaries of State practices compiled from these sources had to be verified. Accordingly, letters were sent for review to State agencies containing a precompiled statement of the laws, regulations, and support practices operating in that State. In States having more than one type of 2-year post-high-school institution, each operating under different public auspices, a letter was sent to each of the appropriate supervisory or

[1] S. V. Martorana and D. G. Morrison. *Patterns of Organization and Support in Public 2-Year Colleges.* U.S. Department of Health, Education, and Welfare, Office of Education, Washington, D.C., 1959.

[2] D. G. Morrison and S. V. Martorana. *Criteria for the Establishment of 2-Year Colleges.* U.S. Department of Health, Education, and Welfare, Office of Education. Washington: U.S. Government Printing Office, 1960.

controlling institutional or State agencies. A total of 74 requests for verification were sent out to State agencies (usually a State board of higher education, State department of public instruction, a coordinating council for higher education, or a central administrative office of a university) and several specific institutions, and a 100-percent return was received. In the States where the supervisory agency had jurisdiction over 2-year colleges of various administrative and organizational patterns, it was requested that institutions be viewed within the groupings adopted in this study and an average for each type determined.

The purpose of the procedure used, therefore, was to secure from each State a generalized or "average" financing pattern for each type of 2-year college as defined in this study. In tabulating the results for each type of college, the average proportion of revenue from each source was computed; the variations discovered are discussed in the chapters which follow. It is recognized, of course, that there are other sources of financial support besides the State tax funds, local community or district tax funds, and student tuition —the three which are used as the basis for reporting and discussion in this bulletin. For example, the Federal Government, through the colleges, provides loans to students and, through the States, financial aid for the operation of programs of vocational education. Many independent local groups, such as the Kiwanis, Rotary, American Association of University Women, other civic organizations, and business and industrial firms also provide scholarships to students and other forms of help to the colleges. In this study, however, such sources of revenue for the support of 2-year colleges were classified as "State," "local," or "student" funds, depending on the way the money was actually channeled to the institution for its use. A main reason for choosing this procedure was that in many States the appropriations for 2-year colleges are made from a general State fund, making difficult a refined determination of proportions of support provided by the various sources of revenue which comprise the general fund. Another reason was that the procedure focused attention on the three main partners in the financing of public 2-year colleges—the State, the local area, and the student himself—who have been, and are still, bearing the principal responsibility.

DEFINITIONS OF TERMS AND SCOPE OF THE STUDY

To present the variety of types of publicly supported 2-year colleges found in the United States, the prevalence of each pattern,

Table 1.—Number of institutions in each State, by type of institution: 1960–61

[-- = zero]

State	All 2-year institutions	Local 2-year colleges	State 2-year colleges	State technical institutes	Branch or extension centers	Other institutions
1	2	3	4	5	6	7
Total United States	452	303	22	12	89	26
Alabama	2	--	--	--	1	1
Alaska	4	4	--	--	--	--
Arizona	2	2	--	--	--	--
Arkansas	1	--	--	--	1	--
California	63	63	--	--	--	--
Colorado	7	6	1	--	--	--
Connecticut	2	--	--	2	--	--
Delaware	0	--	--	--	--	--
Florida	23	23	--	--	--	--
Georgia	8	--	7	--	--	1
Hawaii	0	--	--	--	--	--
Idaho	3	2	--	--	1	--
Illinois	18	18	--	--	--	--
Indiana	14	--	--	--	13	1
Iowa	16	16	--	--	--	--
Kansas	14	14	--	--	--	--
Kentucky	1	1	--	--	--	--
Louisiana	2	--	--	--	2	--
Maine	0	--	--	--	--	--
Maryland	10	9	1	--	--	--
Massachusetts	4	3	1	--	--	--
Michigan	17	17	--	--	--	--
Minnesota	9	9	--	--	--	--
Mississipi	22	22	--	--	--	--
Missouri	7	7	--	--	--	--
Montana	2	2	--	--	--	--
Nebraska	4	4	--	--	--	--
Nevada	0	--	--	--	--	--
New Hampshire	2	--	--	2	--	--
New Jersey	1	1	--	--	--	--
New Mexico	15	--	1	--	14	--
New York	24	18	--	6	--	--
North Carolina	5	4	--	--	1	--
North Dakota	4	2	2	--	--	--
Ohio	29	--	--	--	29	--
Oklahoma	13	6	7	--	--	--
Oregon	2	1	--	1	--	--
Pennsylvania	15	--	--	--	14	1
Rhode Island	0	--	--	--	--	--
South Carolina	0	--	--	--	--	--
South Dakota	0	--	--	--	--	--
Tennessee	0	--	--	--	--	--
Texas	33	33	--	--	--	--
Utah	3	--	1	--	2	--
Vermont	1	--	--	1	--	--
Virginia	3	--	--	--	3	--
Washington	11	11	--	--	--	--
West Virginia	1	--	1	--	--	--
Wisconsin	30	--	--	--	8	22
Wyoming	5	5	--	--	--	--
Number of States, by type of institution[1]	42	27	9	5	12	5

[1] The sum of the entries on this line is 58 rather than 42 because some States have more than one type of 2-year college.

and the definitions of each type, table 1 is presented. This table shows the distribution of the 452 publicly supported 2-year colleges operating in the school year 1960–61. Each of the five general headings used in table 1 is defined briefly below:

"Local 2-year college" is used as a broad heading to include all

public 2-year colleges (normally termed junior or community colleges) in which the local area (district, city, or county) contributes at least a portion of the support and has the major legal responsibility for and control of the institution. The proportions of both support and control will be found, however, to vary considerably.

"State 2-year college" is used to identify public 2-year colleges (also called junior or community colleges) which are controlled by a board established by State authority, represent the State rather than the local area served, and receive minor local support, if any.

"State technical institute" is used to indicate public 2-year postsecondary institutions controlled and supported as State 2-year colleges, but in which the major emphasis is on technical education.

"Branch or extension center," for the purpose of this study, is defined as a 2-year unit controlled by the board of regents or trustees of a 4-year State college or university and operated at a location apart from the campus of the parent institution.

The "other" category is used for all 2-year publicly supported institutions which do not clearly fit into the above four categories. The institutions which were put in this category are described as follows:

In Alabama, one private 2-year college receives part of its support from public funds; a public military institute in Georgia receives funds from the local area; a 2-year college in Indiana is under both public and private control, but has a long history in the State as Vincennes University; there is a quasi-public college in Pennsylvania; and there are 22 puplic county teachers colleges in Wisconsin.

As will be seen from table 1, approximately two-thirds of the publicly supported 2-year colleges are listed as local junior colleges. The next highest group, branches or extension centers, includes approximately one-fifth of the total. The State junior colleges and State technical institutes together comprise approximately 7 percent of the total 452 institutions.

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CHAPTER II

State, Local, and Student Shares in Supporting Current Operating Expenses

IN THE EXAMINATION of the support patterns for the current operations of publicly supported 2-year colleges, three major approaches were used. The first was an examination of the support for current operations of 2-year colleges that is found in State laws relating to these institutions. This required an examination of enabling acts, special legislation pertaining to 2-year colleges, and laws amending or extending original actions of State legislatures. The second examined the specifics of current support as found in official regulations issued by agencies responsible for statewide supervision or control of public 2-year colleges, such as a State board of education or State board of higher education. These regulations extend and interpret legal requirements and have the effect of law in regulating the finances of 2-year colleges. Finally, a review was made of the proportions of revenue actually going to the 2-year colleges from various sources. This was especially needed to round out the picture in those States where legal or quasi-legal requirements were minimal or lacking.

Each of these analyses attempted to identify the relative amounts of support received from the State, the local community or area served, and the student. As defined earlier, the local area signifies the district, city, county, or combination of these political jurisdictions involved in the establishment and operation of a 2-year college.

SHARES AS REQUIRED BY LAW[1]

Forty-two States have publicly supported 2-year colleges. Of these States, 32 have general enabling legislation whereby local jurisdictions can establish 2-year colleges by following the legal procedures set forth. In the rest, the 2-year colleges operate under

[1] Statutory provisions of 1961 State legislatures are not included in this discussion because at the time this publication went to press not all had completed sessions; references to known 1961 enactments, however, are included as footnotes to the State exhibits in the appendix.

special statutes, the authority given existing 4-year State colleges or universities, or the authority of local school districts to operate a common school system. In addition, Rhode Island has a law providing for a system of State-controlled 2-year colleges, but the first such institution in Rhode Island is not expected to be in operation until 1964. The analysis of legal patterns for current support is thus concerned with a total of 43 States.

There is little consistency in the State laws relating to support for current operations in 2-year colleges. Each State that has such a law appears to accommodate itself to its own approved and established fiscal pattern. Consequently, many variations appear in the amounts made available to 2-year colleges and in the method employed to determine the amounts allocated. It is possible, however, to group the several States into broad categories for discussion and comparison of their legal requirements for supporting current budgets in 2-year colleges. Three main groupings which can be identified are States with a specific formula for determining the State's share for current support, States with legislative appropriations for current support but, in general, utilizing no formula for determining the amount of the appropriation, and States with other legal provisions which deal with current support.

States with a Specific Formula

Four of the 42 States in which publicly supported 2-year colleges are to be found (Missouri, Nebraska, and New Jersey for local colleges, and Ohio for branches) do not have any law in which specific stipulations are made of current support for these colleges. The way they operate and are financed is described in the appropriate State exhibit in the appendix of this report.

Nineteen States have in the law a specific formula for the current operational support of at least one type of 2-year college. These include local 2-year colleges in Alaska, Arizona, California, Colorado, Florida, Georgia (no institutions are operating under this law), Illinois, Iowa, Massachusetts, Michigan, Minnesota, New York, North Carolina, North Dakota, Oregon, Washington, and Wisconsin (county teachers colleges); the State 2-year college and branches in Utah; and Vincennes University in Indiana.

With five exceptions, the States which have developed a specific formula in the law base this formula on a dollar amount per student enrolled, the latter factor being determined variously by such considerations as average daily attendance, numbers of students matriculating, or aggregate credit hours taken converted to a full-

time student equivalency. The dollar amount per student is used for the local 2-year colleges in Arizona, California, Colorado, Massachusetts, Michigan, Minnesota, North Dakota, Oregon, and Washington. The Georgia general enabling law also specifies a dollar amount per student enrolled as a basis for State aid; however no 2-year colleges are operating under this law. The law in Massachusetts provides for support up to $100 per student enrolled on a matching basis with the local community to cover local deficits only. In Florida the average daily attendance in local colleges is used in addition to consideration of instructional and administrative units, transportation, and the State Public School Foundation program. This latter consideration takes into account the relation of a county index of tax effort and assessed valuation. The States that have a dollar amount related to credit hours for local colleges include Illinois, Iowa, and North Carolina.

The five States whose formulas are not related directly to the students enrolled are Alaska, Indiana, New York, Utah, and Wisconsin. The formula for support to local colleges in Alaska is based on a percentage of instruction and administration costs. In New York, the law regarding community colleges specifies that one-third of the current operating cost is to be supplied from State funds. Utah has a formula related to dollar amount per classroom unit and maintenance for the State college and the branches. This law is considered void in practice although it has never been repealed. The Indiana law on State support for its quasi-public institution specifies that State aid will be double the amount realized from the local tax levy. The law in Wisconsin pertaining to the county teachers colleges indicates that State support shall be based upon a salary schedule for instructional staff.

States with Legislative Appropriations

In 26 States, funds are provided annually or biennially for current support of 2-year colleges by direct legislative appropriation either to the institution or to the appropriate State supervisory agency. This cannot be considered as a State formula. The appropriation in each State from year to year often takes different factors into account and arrives at varying amounts; moreover, often restrictive or qualifying measures are added to the appropriations, tending further to destroy the view of a standard approach to its determination. In some instances, the appropriations are available for only one type of 2-year college found in the State. The 26 States

which make monies available by appropriations but without a legally prescribed formula are considered below:

ALABAMA.—The Legislature makes biennial appropriations to the Mobile Branch of Alabama State College and to Walker College, which is a private institution.

ARKANSAS.—The Legislature makes biennial appropriations (line item) to the Beebe Branch of Arkansas State College.

COLORADO.—The Legislature makes regular appropriations directly to the State 2-year college, at Durango.

CONNECTICUT.—The Legislature makes appropriations to the State Department of Education for the technical institutes.

GEORGIA.—The State junior colleges receive a yearly appropriation for current operations.

INDIANA.—The Indiana and Purdue University extension centers receive support from the State through appropriations made to the parent institution.

LOUISIANA.—The branches of Louisiana State University receive an appropriation through special legislation.

MARYLAND.—The Legislature makes regular appropriations for the support of the State 2-year college at St. Mary's City.

MASSACHUSETTS.—The Board of Regional Community Colleges is authorized to "expend such funds as are necessary to carry out the functions of the board, within the limits of the amounts appropriated therefor," for the support of the State 2-year college.

MISSISSIPPI.—The Legislature makes biennial appropriations of a fixed sum plus an additional amount on the basis of attendance to the local 2-year colleges.

NEW HAMPSHIRE.—The State Board includes in its appropriation funds requested for the two technical institutes.

NEW JERSEY.—The local junior college at Trenton receives a small annual appropriation from State funds.

NEW MEXICO.—The State Legislature makes direct appropriations for junior college level operations to the State military institute at Roswell.

NEW YORK.—The agricultural and technical institutes receive regular appropriations (line items) from the Legislature for current operations.

NORTH CAROLINA.—The parent institution of Gaston Technical Institute requests an appropriation for the support of the 2-year branch.

NORTH DAKOTA.—Funds for the two State Junior colleges are obtained through direct legislative appropriation.

OKLAHOMA.—The Board of Regents requests appropriations for the seven State 2-year colleges.

OREGON.—Funds to supplement student fees for the State technical institute at Klamath Falls are contained in the legislative appropriations.

PENNSYLVANIA.—Appropriations for the Commonwealth Campuses are contained in legislative appropriations to Pennsylvania State University.

RHODE ISLAND.—The General Assembly will annually appropriate such sums as it deems necessary for the support and maintenance of community colleges. (The first junior college will not open until 1964.)

TEXAS.—The Legislature regularly makes biennial appropriations to supplement local funds received by the community colleges.

UTAH.—The Coordinating Council requests biennial appropriations for the support of both the State 2-year college at St. George and the two branches.

VERMONT.—The State Legislature makes regular appropriations to the State agricultural and technical institute at Randolph Center.

VIRGINIA.—On the recommendation of the State Council of Higher Education, the parent institution makes direct budget requests for appropriations from the Legislature for the support of the branches.

WEST VIRGINIA.—The Legislature makes appropriations (line item) to Potomac State College at Keyser.

WISCONSIN.—The Board of Regents is authorized to request operational funds for any and all parts of the university (including 2-year extension centers) at each legislative session. At the request of the State Department of Public Instruction, the Legislature makes biennial appropriations (to that State agency) for the 22 county teachers colleges. The amount is based on a salary schedule for instructional staff as established by law.

States with Laws Dealing Specifically with the Local Support or Limitations Regarding the Tuition Charged

Generally, it may be assumed that States with enabling legislation for the establishment of 2-year colleges by local jurisdictions include within the context of the law the implicit authorization for the establishing agency to assist in supporting such an institution. Thus, for example, the local jurisdictions support the 2-year colleges in such States as Kansas, Kentucky, Missouri, Nebraska, Ohio, and Oklahoma, where no State aid is provided.[2] Several examples can be noted, however, where the law contains more explicit direc-

[2] See also State exhibit for Idaho.

tions for local area and student participation in financing 2-year college operations. Some State laws deal with district's share in maintaining a 2-year college. The wide variety of types of provisions are seen below:

In some States, although local jurisdictions are authorized to establish and operate 2-year colleges, the role of the local area in financing is not described. In Connecticut, for example, the law makes no provision at all for the expenditure of district funds for current operations of local 2-year colleges. (No junior colleges operate under this law, however.)

A much more prevalent practice in the laws, however, is to authorize a local tax levy for purposes of raising operating monies. California, Illinois, Texas, and Wyoming (all for local 2-year colleges) are illustrations of States which fall into this category. In Idaho a State law permits the board of trustees of the local 2-year college to levy a tax on property for current operations and to use as well 50 percent of the income from liquor funds collected from the area. The Kansas law permits general funds and tax levies to be used for the current support of a junior college operating under the auspices of the district. In Kentucky the local board of education is by law authorized to levy a tax on property. In addition, Kentucky counties which contain cities of the fourth class are allowed to levy an ad valorem tax.

Combinations of local tax funds and State appropriations directly to a local jurisdiction are used in Indiana and Montana. In Indiana the State law permits the county (Knox County) council to levy a tax on real and personal property for the current support of Vincennes University, an institution of quasi-public nature. The law also provides for State aid equal to twice the sum realized by the local tax levy. The State law in Montana authorizes in the county budget provision of sufficient sum to operate the 2-year college. Part of the county budget comes from the State.

California is one of the States which have a legal reference to tuition. Although the student cannot be charged for tuition, there is an arrangement in the law whereby a local 2-year college district can secure funds from other districts (tuition transfer) for education of students residing there. Colorado and New York have similar "chargeback" requirements in the law.

The law in Connecticut authorizes the board of education of a town to charge tuition not to exceed the cost of instruction and administration. However, at present, no local 2-year institution is operating under this law.

The statutory requirements in three other States can be shown as further evidence of the wide variations that exist. The Idaho

law stipulates the maximum and minimum amounts to be charged a student who resides in the junior college district. It also stipulates the minimum amount to be charged to students who (1) do not reside in the district, and (2) do not reside in the county. The Washington State law, because of the high level of State aid provided, requires that each local 2-year college charge equal tuition and fees to all students who are residents of the State; variations between institutions in the charges set, however, are allowed. The laws of these two States, therefore, are quite in contrast to that in New Mexico where the law provides that the financing of community colleges (branches) shall be from tuition and fees only.

SHARES AS REQUIRED BY STATE REGULATIONS

An analysis of data on the 50 States reveals little information regarding current support that is not already available from the State laws. Of the total of 42 States in which publicly supported 2-year colleges are found, only 17 report official regulations bearing on the financing of current operations. In the main, these are clarifications and extensions of the statutes formulated for purposes of facilitating the aid programs in the States.

In 13 of these States, the regulations, beyond being primarily concerned with the implementation of the support patterns established by law, provide a fuller description of the support pattern that results from application of the law. Included in this group are the local junior colleges in California, Colorado, Michigan, Minnesota, New York, North Dakota, Oregon, Texas, and Washington; the technical institutes in Connecticut and Oregon; the State 2-year colleges in Oklahoma; and the Wisconsin extension centers.

Four other States have regulations related to current support of 2-year colleges which contain stipulations *not* found in the law. Florida, for example, contains in its regulations a provision for recalculation of the support formula to take into account increased enrollment in its local 2-year colleges. In Massachusetts the official regulations stipulate that the State Board is authorized to provide the balance necessary for current operations beyond the $200 per student received from tuition at the State college. In North Carolina the State regulations indicate that the State shall pay $3.25 per quarter hour of instruction delivered in local junior colleges. Finally, in the case of the Wisconsin county teachers colleges, State support is based upon a salary schedule for instructional staff. The schedule for training and experience is set by the State Department of Public Instruction.

An interesting situation exists in Maryland where there is no specific regulation regarding the State support for current operations for local 2-year colleges. However, the practice over the past decade appears to indicate an unwritten understanding that the State department will request, and the Legislature appropriate, $150 a year for current support for each full-time student (or equivalent) attending a local junior college.

SUPPORT FOR CURRENT OPERATIONS IN ACTUAL PRACTICE

Before examining the differences in the support received from State and local sources and from tuition, it appears wise to examine the overall patterns of support which are found in the various types of 2-year colleges in each State. These are shown in table 2. In a few instances the 1960–61 support pattern in actual practice was not available, and the 1959–60 was used. While the amounts concerned might be considerably different, it is not anticipated that there will be any appreciable variation in the percentages.

A review of table 2 reveals little similarity among the States in the support patterns for 2-year colleges, even for different types within the same State. There are, however, four broad generalizations which appear significant from the data shown in table 2. Stated topically these are:

A. For publicly supported 2-year colleges, the principle of sharing costs is generally followed. Usually, the student, the district, and the State each contribute an appreciable but varying amount. Approximately 20 examples of this pattern are shown in table 2.

B. An increasingly prevalent pattern is that in which the student, the locality, and the State each contribute an *equal* share of the cost. Examples that follow this pattern or approximate it are the local 2-year colleges in Iowa, Maryland, Michigan, New York, North Carolina, Oregon, and Texas. In North Dakota's local 2-year college the student's share is approximately one-third, but the local share is 50 percent more than the State's.

C. The most prevalent pattern shown in table 2 is the one in which only two of the three usual sources contribute to current support. Examples of States in which only the locality and student share expenses include local 2-year colleges in Georgia (military institute), Kentucky, Missouri, Nebraska, and Oklahoma.[3] Examples where the State and the student only contribute are the branches in Alabama, Arkansas, Louisiana, New Mexico, North Carolina, Pennsylvania, Utah, and Virginia; the State 2-year col-

Table 2.—Percent of current operational funds derived from State and local funds and student tuition, by State and type of institution: 1960–61

State	Type of institution	Percent of current operational funds derived from:		
		State funds	Local funds	Student tuition
1	2	3	4	5
Alabama	Private	30	0	70
	Branch	85	0	15
Alaska	Local	56	19	25
Arizona	...do	15	75	10
Arkansas	Branch	90	0	10
California[1]	Local	22	78	0
Colorado	...do	43	43	14
	State	80	0	20
Connecticut	State technical institution	100	0	0
Delaware	No public junior colleges	...	...	...
Florida[1]	Local	66	14	20
Georgia	State	76	0	24
	Local military	0	55	45
Hawaii	No public junior colleges	...	...	...
Idaho	Local[1]	0	61	39
	Branch	100	0	0
Illinois	Local	45	45	10
Indiana	Branch	[2]	0	[2]
	Public and private	26	14	60
Iowa	Local	31	37	32
Kansas	...do	0	100	0
Kentucky	...do	0	30	70
Louisiana	Branch	95	0	5
Maine	No public junior colleges	...	...	...
Maryland	Local	33	33	33
	State	67	0	33
Massachusetts	...do	67	0	33
	Local	4	4	92
Michigan	...do	37	30	33
Minnesota[1]	...do	38	42	20
Mississippi	...do	[2]	[2]	0
Missouri	...do	0	70	30
Montana	...do	25	58	17
Nebraska	...do	0	67	33
Nevada	No public junior colleges	...	...	...
New Hampshire	State technical institution	50	0	50
New Jersey	Local	8	21	71
New Mexico	Branch	23	0	77
	State	67	0	33
New York	Local	33	33	33
	State technical institution	100	0	0
North Carolina	Local	30	40	30
	Branch	66	0	34
North Dakota	Local	25	40	35
	State	79	0	21
Ohio	Branch	0	0	100
Oklahoma	State	85	0	15
	Local	0	10	90
Oregon	State technical institution	91	0	9
	Local	33	33	33
Pennsylvania	Branch	50	0	50
	Local (quasi-public)	0	100	0
Rhode Island	No public junior colleges[3]	...	...	...
South Carolina	No public junior colleges	...	...	...
South Dakota	...do	...	...	...
Tennessee	...do	...	...	...
Texas	Local	28	37	35
Utah	State	89	0	11
	Branch	89	0	11
Vermont	State technical institution	55	0	45
Virginia	Branch	38	0	62
Washington	Local	74	10	16
West Virginia	State	67	0	33
Wisconsin	County teachers	53	26	15
	Extension	68	[2]	[2]
Wyoming	Local	25	50	25

[1] The percentages reported were for the 1959-60 school year.
[2] No specific formula.
[3] When the proposed 2-year colleges in Rhode Island open, it is planned that the State will provide approximately $500 per student and the tuition will be approximately $200; or 71 percent from the State and 29 percent from the student.

leges in Colorado, Georgia, Maryland, Massachusetts, New Mexico, North Dakota, Oklahoma, Utah, and West Virginia, the technical institutes in New Hampshire, Oregon, and Vermont; and the private junior college in Alabama. In California and Mississippi local junior colleges, the State and the locality share the cost; there is no tuition charged.

D. Finally, a few examples can be found in which one source in the State provides all of the funds for current support. In the Ohio branches, this source is the student. The local junior colleges in Kansas and Pennsylvania receive all of their support from their respective districts. The State is the only source in the Connecticut and New York technical institutes and in the Idaho branch.

Current Support Received from the State

Increasingly, the State tax funds are being looked to as the chief source of support for public 2-year colleges. This generalization is borne out by the present study as well as by others. Both the analysis of State tax fund appropriations made by Chambers [4] in 1960 and the reports on State appropriation acts published by the U.S. Office of Education [5] support the generalization. Moreover, it is also supported by the growing practice of States to provide funds for this purpose. According to the data gathered in this study, 38 States in actual practice provide some assistance to the financing of at least one type of 2-year college operations from State tax funds. (This total includes Indiana and Mississippi which have no specific State formulas.)

The following breakdown shows the percentage of support received from State sources for various types of 2-year colleges:

All of the support for current operations is received from State sources in the Connecticut and New York technical institutes and in the Idaho branch.

The State supplies between 75 and 99 percent of the support for the branches in Alabama, Arkansas, Louisiana, and Utah, and for the State 2-year colleges in Colorado, Georgia, North Dakota, Oklahoma, Oregon, and Utah.

The local junior colleges in Alaska, Florida, and Washington receive from 50 to 74 percent of their current support from the State. The various State 2-year colleges in Maryland, Massa-

[3] See also the State exhibit for Idaho.

[4] M. M. Chambers. *Grapevine*, 22: 147, October 1960.

[5] Ernest V. Hollis, William G. Land, *and* S. V. Martorana. *Survey of State Legislation Relating to Higher Education, January 1, 1960, to December 31, 1960.* U.S. Department of Health, Education and Welfare; Office of Education, Washington: U.S. Government Printing Office, 1961.

chusetts, New Mexico, and West Virginia; the branches or extension centers in North Carolina, Pennsylvania, and Wisconsin; as well as the technical institutes in New Hampshire and Vermont and the county teachers colleges in Wisconsin, receive this same amount from the State.

The State supplies between 25 and 49 percent for the local 2-year colleges in Colorado, Illinois, Indiana, Iowa, Maryland, Michigan, Minnesota, Montana, New York, North Carolina, North Dakota, Oregon, Texas, and Wyoming. The private junior college in Alabama and the branches in Virginia are also in this category.

In the local junior colleges in Arizona, California, Massachusetts, and New Jersey and in the New Mexico branches, the States provides some support but less than 25 percent.

The State does not provide any support for current operations for the local colleges in Georgia, Idaho, Kansas, Kentucky, Missouri, Nebraska, Oklahoma, and Pennsylvania or for the branches in Ohio.

There is no specific formula for the Indiana branches or for the Mississippi local colleges, although both States do provide some State support. The proportionate burden of the State in relationship to that of the locality in Mississippi and the student in Indiana (since there is no local effort required for the extension centers) varies with the level of State appropriations provided from year to year.

Current Support Received from Local Sources

Consistently, studies of the financing patterns of 2-year colleges operating under public auspices have shown a substantial level of responsibility carried by the local area or community served. Such a finding is consistent with the general principle advanced in this study and others that public 2-year colleges should be maintained in close affiliation to the local area with substantial measures of local control as well as support of their operations.

Only rarely today, however, is the case found where the local area, whether district, city, county, or a combination of these, provides all of the support of the 2-year college. In this study, this was found to be true only for the local colleges in Kansas and Pennsylvania.[6] The local 2-year colleges in Arizona and California receive from 75 to 99 percent of their support from the local area, depending on the type of district concerned.

[6] 1961 legislation provides State aid for local 2-year colleges. See Kansas exhibit (appendix).

Most States show local support for institutions under local control. In Georgia (military institute), Idaho, Missouri, Montana, Nebraska, and Wyoming, the local area provides from 50 to 74 percent for current operations. The local area supplies from 25 to 49 percent in Colorado, Illinois, Iowa, Kentucky, Maryland, Michigan, Minnesota, New York, North Carolina, North Dakota, Oregon, Texas, and Wisconsin (county teachers colleges). In seven States, the local area contributes less than 25 percent. These states are Alaska, Florida, Indiana, Massachusetts, New Jersey, Oklahoma, and Washington.

Two-year colleges in a large number of States receive no funds for current operations from the local area mainly because the institutions are controlled at the State level or operated as branches of 4-year State colleges or universities. This is true for the State colleges in Colorado, Georgia, Maryland, Massachusetts, New Mexico, North Dakota, Oklahoma, Utah, and West Virginia; for the branches or extension centers in Alabama, Arkansas, Idaho, Indiana, Louisiana, New Mexico, North Carolina, Ohio, Pennsylvania, Utah, and Virginia; for the technical institutes in Connecticut, New Hampshire, New York, Oregon, and Vermont; and for the private junior college in Alabama.

There is no specific formula for State aid for current support of the Mississippi local 2-year colleges; therefore the outlay from the local area also is variable. In the case of the Wisconsin extension centers, no local revenues are provided for current operating purposes.

Current Support Received from Student Tuition

One of the basic objectives of public 2-year colleges is the provision of educational opportunity beyond high school at a minimum level of expense to the student. Thus, although general practice is to require some sharing of costs by the student in the form of tuition payment, this is kept at a minimal level. From the data in table 2, this level is shown generally to be one-third or less of the operating costs regardless of the type of public 2-year college, and in many States, below a 25-percent level of operating costs. In seven States (three for local colleges, two for colleges, one for a branch, and one for another type) no student tuition is charged.

Student tuition is the only source of current support in the branches of the several Ohio State universities.

The 2-year colleges under local control in Massachusetts and

Oklahoma and the branches in New Mexico receive from 75 to 99 percent from tuition.

Fifty to 74 percent of the current operations comes from tuition in the private 2-year college in Alabama, Vincennes University in Indiana, the local colleges in Kentucky and New Jersey, the State technical institutes in New Hampshire, and in the branches in Pennsylvania and Virginia.

The students contribute from 25 to 49 percent for the operation of the local 2-year colleges in Alaska, Georgia, Idaho, Iowa, Maryland, Michigan, Missouri, Nebraska, New York, North Carolina, North Dakota, Oregon, Texas, and Wyoming; in the State 2-year colleges in Maryland, Massachusetts, New Mexico, and West Virginia; in the North Carolina branch; and in the Vermont technical institute.

Less than 25 percent is received from tuition in the branches in Alabama, Arkansas, Louisiana, and Utah; the local colleges in Arizona, Colorado, Florida, Illinois, Minnesota, Montana, Washington, and Wisconsin (county teachers colleges); and the State institutions in Colorado, Georgia, North Dakota, Oklahoma, Oregon, and Utah.

In the local 2-year colleges in California, Kansas, and Pennsylvania, in the State technical institutes in Connecticut and New York, and in the Idaho branch, the student does not have to pay tuition.

Since there is no specific formula for State aid in the Indiana and Wisconsin branches, student tuition is dependent upon the level of varying State legislative appropriations for 2-year colleges.

CONCLUSION

In general, the extension centers, branches, and State 2-year colleges, whether junior colleges or technical institutes, receive a higher percentage of support from State sources than do the local or municipal junior colleges. This is especially evident in those States in which there is more than one type of 2-year college.

Excluding the seven examples of States with no tuition and the two with no specific patterns, therefore, with varying levels of tuition requirement), there are a total of 48 different State patterns showing some support received from student tuition. Approximately three-fourths of these, regardless of type, receive one-half or less from tuition, approximately two-thirds receive one-third or less, and 40 percent receive less than one-fourth from tuition.

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CHAPTER III

State and Local Shares in Supporting Capital Outlay

THE METHODS USED to finance capital construction of college academic facilities differ markedly from those employed to support current operations. American higher institutions have traditionally followed the principle that the costs of buildings represent a long-range investment to serve a generation or more of students. Beyond this, they have firmly established the practice that the students themselves should not have to share in the costs of construction of academic buildings. As a result, these facilities in publicly controlled institutions are financed almost wholly from tax funds, either State or local, or from monies derived from private gifts and grants.

Dormitories and facilities to house auxiliary services, however, differ again in their financing. Since these produce revenues in their operating, many are financed through self-liquidating bonds. Passage of the College Housing Act of 1950 which provided low-interest rates on Government loans which could be paid by revenue bonds has stimulated this method of financing among 2-year colleges as well as among other types of higher institutions.

In this study, however, attention has been given only to the formulas by which academic and directly related facilities are financed. Facilities financed by self-liquidating revenue bonds are not included either in the text analysis in this chapter or in the State exhibits which form the appendix of this bulletin. Consistent with the topical presentation of the preceding chapter on current operations, this chapter deals with formulas for capital construction of academic facilities as found in State laws, State regulations dealing with this topic, and, finally, the actual practices that are found in each State and for each type of publicly supported 2-year college in each State.

SHARES AS REQUIRED BY LAW

As will be seen in the State exhibits, there are three major categories of States to consider: (1) those having stipulations in the

law dealing specifically with the provision of capital funds for 2-year colleges, either with respect to the State's or locality's responsibility and authority to provide such funds; (2) those with no specific reference to capital funds in the law but providing capital funds in their appropriation acts; and (3) those which have neither formula provision for capital funds in the law nor appropriation acts to serve this purpose.

There are 13 States which have in their laws specific statements dealing with the subject of State aid for capital outlay for at least one type of 2-year college. Discussed more fully below, these States are Arizona, California, Florida, Massachusetts, Michigan, New York, North Carolina, Oklahoma, Oregon, Rhode Island, Utah, Virginia, and Washington.

Six of these 13 States have either a permissive law or one which stipulates the agency authorized to request capital outlay funds from the legislature. In Massachusetts the State Board of Regional Community Colleges is authorized to expend funds necessary to carry out the functions of the board in supervising the State 2-year colleges. In Oklahoma the capital expenditures for State 2-year colleges are provided for in legislative enactments. The State Board of Regents requests an appropriation for all institutions of this type and determines the amount to be received by each institution. In Oregon appropriations from State funds for the Oregon Technical Institute are made to the Department of Higher Education. In Utah requests for funds for the branches and the State college are made to the Legislature through the State Building Board. In Virginia State aid is in the form of direct budget requests (by the parent institution for the branches) as recommended by the State Council of Higher Education and appropriated by the Legislature. Finally, in Rhode Island, the capital budget requests will be submitted annually to the Rhode Island Development Council, the Governor, and the General Assembly. (The first 2-year college under public control in Rhode Island will not open until 1964.)

Seven of the 13 States have in their laws specific statements related to State support for capital outlay. These are listed below with the respective statements for each:

In Arizona 50 percent of capital outlay expenditures for local 2-year colleges is authorized to come from State funds. The amount is not to exceed $500,000 and represents $115 per full-time equivalent student.

Funds supplied under current support laws are not specifically restricted to current expense and can be used for capital outlay in California's local junior colleges. Also, districts are eligible for loans and grants from State sources for capital outlay if they meet

requirements of financial need. However, none of the districts has yet reported the level of need necessary to qualify.

In Florida the amount of the request to the Legislature for the local 2-year colleges is determined by a formula designed to provide 148 gross square feet for each full-time equivalent student for separate junior colleges or 104 gross square feet per full-time equivalent in junior colleges sharing high school facilities.

The Michigan law authorizes an amount from State funds not to exceed $300,000 or 50 percent of the capital outlay projects for any one institution under local control.

Subject to limitations and regulations, the New York law provides 50 percent of the capital costs for community colleges. The law regarding the State technical institutes stipulates that all physical facilities should be supplied by the State.

In North Carolina the local 2-year colleges receive equal matching State and local funds for administrative and general educational facilities.

In Washington assistance to the local junior colleges is graduated downward from 90 percent of eligible cost of projects to zero, depending on relationship of assessed valuation of district to number of certificated employees therein.

A number of States have stipulations in their laws regarding the amount of local support or the conditions required under which such support is permissible. Several examples are listed below with the specific provisions required in each:

School boards of public school districts and committees of junior college districts are allowed to maintain a building reserve fund from stipulated sources of revenue and of specified magnitude for planned future building programs in Colorado.

In Idaho the board of trustees of junior college districts must issue bonds to provide by purchase, rental, etc., such buildings, ground, equipment, and appliances as are necessary for a junior college.

The Kentucky law states that the board of education of a county with a city of the fourth class may sell bonds, the sum of which may not exceed 1 percent of the taxable valuation of property or total sum available from the sale of holding company bonds by a holding company organized for that purpose.

In Minnesota the school board maintaining a junior college may use existing buildings or equipment or may provide any necessary buildings or equipment.

Counties and/or cities are permitted to bond and build facilities for extension centers in Wisconsin.

SHARES AS PROVIDED BY THE REGULATIONS

Three States have specific State agency regulations dealing with capital outlay. Massachusetts, in these regulations, specifies 100-percent State support for colleges under the Board of Regional Community Colleges. Michigan has established through regulations a matching fund basis for allocating State aid and a requirement of proof of expenditure to qualify for a $40,000 flat grant. Further allowance is based on an equated full-time student membership in each institution. In North Dakota buildings for local junior colleges may be constructed with any surplus funds derived from the three sources of current support, which are the State in accordance with the junior college aid bill of 1959, student tuition, and a local mill levy.

Eight States—California, Colorado, Florida, New York, North Carolina, Oklahoma, Oregon, and Washington—reported no additional regulations other than for the implementation of the law.

CAPITAL OUTLAY IN ACTUAL PRACTICE

Recognition of State responsibility to share in financing physical plant and facilities of 2-year colleges has now been achieved in more than half of the States, 26 out of 50. (This total includes Mississippi which has no specific formula for the amount of State aid.) This is the broad generalization which emerges from the data shown in table 3. This table presents the proportions of capital funds made available from State and local sources in 1960–61 for each type of 2-year college that is publicly supported in each State. Most recent of the States to provide capital outlay at the State level are Virginia and Massachusetts. However, the data in table 3 show only seven States which provide State aid to build local public 2-year colleges. The count is eight if Wisconsin county teachers schools are considered in this category. Although there are no State funds for the construction of facilities, the State does provide capital equipment related to instruction, classroom and laboratory equipment, libraries, and office furnishings.

Tabulation of the 50 States in table 3 reveals that the support patterns of 2-year colleges for capital expenditures is very different from that provided for current operations. Of the 42 States which have publicly supported 2-year colleges, 26 provide some capital support for at least one type of 2-year college. Of the 26 States that do contribute funds for capital outlay expenditures, 22 provide 100

Table 3.—Percent of capital outlay funds derived from State and local funds, by State and type of institution: 1960–61

State	Type of 2-year college	Percent of capital outlay funds derived from:	
		State funds	Local funds
Alabama	Private	0	100
	Branch	100	0
Alaska	Local	0	100
Arizona	...do	50	50
Arkansas	Branch	100	0
California[1]	Local	0	100
Colorado	...do	0	100
	State	100	0
Connecticut	State technical institution	100	0
Delaware	No public junior colleges	.....	.....
Florida[1]	Local	100	0
Georgia	State	100	0
	Local military	0	100
Hawaii	No public junior colleges	.....	.....
Idaho	Local[1]	0	100
	Branch	100	0
Illinois	Local	0	100
Indiana	Branch[1]	100	0
	Public and private	0	100
Iowa	Local	0	100
Kansas	...do	0	100
Kentucky	...do	0	100
Louisiana	Branch	100	0
Maine	No public junior colleges	.....	.....
Maryland	Local	0	100
	State	100	0
Massachusetts	...do	100	0
	Local	0	100
Michigan	...do	14	86
Minnesota	...do	0	100
Mississippi	...do	[2]	[2]
Missouri	...do	0	100
Montana	...do	0	100
Nebraska	...do	0	100
Nevada	No public junior colleges	.....	.....
New Hampshire	State technical institution	100	0
New Jersey	Local	0	100
New Mexico	Branch	0	100
	State	100	0
New York	Local	50	50
	State technical institution	100	0
North Carolina	Local	50	50
	Branch	100	0
North Dakota	Local	0	100
	State	100	0
Ohio	Branch	0	100
Oklahoma	State	100	0
	Local	0	100
Oregon	State technical institution	100	0
	Local	0	100
Pennsylvania	Branch	0	100
	Quasi-public	0	100
Rhode Island	No public junior colleges[3]	.....	.....
South Carolina	No public junior colleges	.....	.....
South Dakota	...do	.....	.....
Tennessee	...do	.....	.....
Texas	Local	0	100
Utah	Branch	100	0
	State	100	0
Vermont	State technical institution	100	0
Virginia	Branch	100	0
Washington	Local	76	24
West Virginia	State	100	0
Wisconsin	County teachers	0	100
	Extension	0	100
Wyoming	Local	0	100

[1] The percentages reported were for the 1959–60 school year.
[2] No specific formula.
[3] When the 2-year colleges in Rhode Island open, it is planned that capital outlay will be 100 percent from the State.

percent of the cost: Alabama, Arkansas, Idaho, Indiana, Louisiana, North Carolina, Utah, and Virginia for their 2-year branches;

Connecticut, New Hampshire, New York, Oregon, and Vermont for their technical institutes; Florida for its local junior colleges; and Colorado, Georgia, Maryland, Massachusetts, New Mexico, North Dakota, Oklahoma, Utah, and West Virginia for their State 2-year colleges. Washington contributes 76 percent to its local junior colleges; local junior colleges in Arizona, New York, and North Carolina receive 50 percent from the State; and Michigan provides 14 percent for facilities for local junior colleges. Mississippi contributes funds for capital outlay to the local junior colleges but has no specific formula for this aid.

A more nearly complete breakdown of the extent (in terms of proportion of capital costs provided) to which the State shares in the support for capital outlay is shown in table 4. Slightly more than one-third (34 percent) of the publicly supported 2-year colleges receive some State support, that is, are located in one of the 26 States which provide State capital aid. Included in this number of institutions are all of the technical institutes and State junior colleges, approximately one-third of the local junior colleges, and about one-fourth of the branches and extension centers. Eighty-one, or more than one-half of the total 155 institutions receiving State support are shown as receiving 100 percent of their capital outlay costs from the State. Only 1 State provides this level of assistance for its local junior colleges, whereas all of the other types of 2-year colleges which receive State support receive 100 percent, 9 States doing so for State colleges, 8 for branches, and 5 for technical institutes.

Another way to summarize the data in table 4 is to say that of the 27 States which have local public 2-year colleges, seven provide State aid for buildings on their campuses and this affects one-third of all such institutions in the Nation. It follows, therefore, that 20 States have yet to establish aid at the State level to assist two-thirds of the local public 2-year colleges. The record implies that a greater effort in the States to achieve this goal is required of the local public 2-year colleges than of the others.

The pattern of local support for capital outlay in the 42 States that have publicly supported 2-year colleges, in general, is the reverse of the pattern for State support. In 27 States—Alabama for a private 2-year college; Alaska, California, Colorado, Georgia, Idaho, Illinois, Indiana, Iowa, Kansas, Kentucky, Maryland, Massachusetts, Minnesota, Missouri, Montana, Nebraska, New Jersey, North Dakota, Oklahoma, Oregon, Pennsylvania, Texas, Wisconsin, and Wyoming for their local 2-year colleges; and New Mexico, Ohio, Pennsylvania, and Wisconsin for their branches—the local district bears the entire expense of providing capital facilities for

Table 4.—Number of institutions and number of State support patterns for capital outlay, by percent of State and local suport and by type of institution: 1960–61

[-- = zero]

Pattern of State and local support	All 2-year institutions	Local junior colleges	State junior colleges	Technical institutes	Branches or extension centers	Other institutions
1	2	3	4	5	6	7
	NUMBER OF INSTITUTIONS					
a. Total institutions	452	303	22	12	89	26
Percent						
State *Local*						
b. 0 100	297	206	--	--	65	26
c. 14 86	17	17	--	--	--	--
d. 50 50	24	24	--	--	--	--
e. 76 24	11	11	--	--	--	--
f. 100 0	81	23	22	12	24	--
g. State-local percentage varies year to year	22	22	--	--	--	--
h. Institutions receiving State support (sum of lines c through g)	155	97	22	12	24	--
i. Percent of institutions receiving State support (h as percent of a)	(34)	(32)	(100)	(100)	(27)	--
j. Institutions receiving local support (sum of b through e, plus g)	371	280	--	--	65	26
k. Percent of institutions receiving local support (j as percent of a)	(82)	(92)	--	--	(73)	(100)
	NUMBER OF STATE PATTERNS OF SUPPORT					
a. Total State patterns[1]	58	27	9	5	12	5
Percent						
State *Local*						
b. 0 100	29	20	--	--	4	5
c. 14 86	1	1	--	--	--	--
d. 50 50	3	3	--	--	--	--
e. 76 24	1	1	--	--	--	--
f. 100 0	23	1	9	5	8	--
g. State-local percentage varies year to year	1	1	--	--	--	--
h. Patterns of State support for at least one type of institution (sum of lines c through g)[2]	29	7	9	5	8	--
i. Patterns of local support for at least one type of institution (sum of b through e, plus g)[3]	35	26	--	--	4	5

[1] As there are 16 States with two types of publicly supported 2-year colleges, the total number of patterns amounts to 58.

[2] As three States (New York, North Carolina, and Utah) have two patterns for providing State support, there are 26 different States in which the State provides some capital support for at least one type of institution.

[3] As two States (Pennsylvania and Wisconsin) have two patterns for providing local support, there are 33 different States in which the locality provides some capital support for at least one type of institution.

at least one type of 2-year college. Mississippi has no specific formula for its local colleges; in Arizona, New York, and North Carolina the district's share is 50 percent for the local institutions; and in Washington 24 percent is contributed by the local district to the community colleges.

Table 4 also shows the specific breakdown of States and types of institutions within States which receive some local support for capital outlay. 82 percent of all publicly supported 2-year colleges, all types considered together, receive some local support. The total group receiving such aid includes approximately 92.4 percent of

the local junior colleges, 73 percent of the branches and extension centers, and 100 percent of all "other" 2-year colleges. Thus, the expected finding that locally controlled institutions carry a greater obligation for local financial effort is supported; the finding that in four States a local area fiscal requirement for buildings to be used by branches of 4-year colleges, however, is less expected. The pattern now being followed in New Mexico, Ohio, Pennsylvania, and Wisconsin in this regard represents a plan to coordinate local interest and support for 2-year colleges controlled by distant 4-year institutions.

CONCLUSION

In general, there are only two sources of capital funds utilized by 2-year colleges—the State and the local area. Generalizing on the basis of the total of 26 States which provide some capital funds for at least one type of 2-year college, it may be said that, with but few exceptions, the State either supplies all of the capital funds or none at all. Those States which provide 100 percent of the capital funds do so for either State junior colleges, technical institutes, or 2-year branches or extension centers of a 4-year college or university—all three types being generally without local control. The one exception is Florida which provides 100 percent subsidization of capital outlay for its system of local junior colleges.

When the 2-year college is controlled by a local board, the general rule, based on the practice of 27 of the 32 States which have general enabling legislation for locally controlled colleges, is that the local area provides all of the capital funds. In only six States are capital costs of the local 2-year colleges shared by the local area with the State, and only rarely are funds from the local area provided for 2-year colleges other than those under local control. The main exceptions are in the cases of the branches in New Mexico, Ohio, Pennsylvania, and Wisconsin. Virginia shows evidence of a similar plan in that the local area must provide the site and site improvements for the branch 2-year colleges in that State.

A number of unusual provisions which are found in capital support patterns can be identified. In Florida, for example, the local area *may* contribute capital outlay funds if it is able and willing. In Washington State the general practice is that portions of new construction not approved for matching of local funds by the State may be built at the expense of the local district. As has been noted, tuition funds are not generally used for capital construction. Only one exception to this principle was found in this study; in one of

the Ohio extension centers, 5 percent of the capital outlay funds was received from student tuition. In North Carolina the matching basis is carried out in theory only; due to limitations imposed by the law, the local contributions exceed the State amounts. In Virginia "evidence of local interest in the establishment is expected to be shown in a tangible way through the provisions of site and site improvement." Finally, in the case of the Wisconsin extension centers, 100 percent of the capital outlay funds come from the local area except for capital *equipment* which is provided out of State funds.

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CHAPTER IV

Some Unanswered Questions

AT THE BEGINNING of this report, attention was called to the current high interest in establishing 2-year colleges and to the recurrent question regarding the manner in which these institutions can be financed. The summarized findings presented at the close of chapters II and III cast light on a factual answer to the question, at least as shown by the present practices in the 42 States in which publicly controlled 2-year colleges are now operating.

Beyond the rim of understanding provided by information about what is now done in financing public 2-year colleges, however, rise some observations and questions of importance. They are important because they bear not only on the issue of financial support, but also, indirectly, on broader questions concerning the fundamental place and character of the public 2-year college in the United States.

The wide variation of practices in financing public 2-year colleges is truly indicative of the uncrystallized nature of these institutions. In each State in which such institutions are to be found, a de facto support pattern is in effect, sometimes on a temporary basis and often with a minimum of planning. In States where there has been conscious and deliberate planning, the evidence shows clearly that the development of public 2-year colleges has been more rapid and their security more assured. In many States, general dissatisfaction with the present legal bases for establishing, controlling, and financing these institutions exists. This was evident, for example, in the 1961 conference financed by the Lilly Foundation and sponsored jointly by the American Association of Junior Colleges and the Center for the Study of Higher Education at the University of California, Berkeley. The three main topics of discussion were: (1) surveys as an approach to establishing legal bases for public 2-year colleges; (2) legal bases for financing public 2-year colleges; and (3) legal bases for control of public 2-year colleges.[1]

[1] Establishing Legal Bases for Public Community-Junior Colleges. A conference sponsored by the American Association of Junior Colleges and the Center for the Study of Higher Education, University of California. October 20-21, 1961. Chicago, Ill.

One clear trend identified in this study did not appear in earlier studies on financing 2-year colleges.[2] This was the recognition of a partnership of the State, the locality, and the student sharing in current operational costs and of the State and the locality sharing costs for capital construction. Even here, the trend is not evident in all States. Moreover, such critical issues in the economics of local-State governmental relations as the capacity of local jurisdictions to carry additional tax burdens may well forestall the pattern in some States. Thus, for example, Massachusetts has turned wholly to State and student sources for financing its relatively new statewide system of regional community colleges.

Several other questions which relate directly or indirectly to financing the 2-year college may be posed. Briefly, they are stated and commented on below:

Should Public 2-Year Colleges Be Tuition-Free?

Some nations, such as New Zealand and Russia, make all public higher education through the graduate level free to the student. In the United States, of course, this is a matter of State rather than Federal determination. Across the Nation, there is considerable divergence of opinion on the extent to which free education should be available beyond the public high school level. Some States, such as California, Kansas, and Mississippi, have made the public junior college "tuition free." Others give support to this idea even to the extent of making it a legal provision, but, in practice, depart from the idea and have the students contribute to the support of the institution by requiring payment of "general fees" or other charges. Still other States forthrightly charge relatively high tuition of students attending 2-year colleges.

When a public 2-year college charges high tuition, the question might well be raised regarding the institution's responsibility for providing funds for scholarships and grants in aid. A similar question might be asked in terms of the institution's responsibility for providing some financial assistance for textbooks, as well as for specific laboratory, library, or other fees. These two questions are especially important in situations where the combined tuition and fees are so large as to impose a serious handicap to the students' attendance at college.

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[2] For example, S. V. Martorana *and* D. G. Morrison, *Patterns of Organization and Support in Public 2-Year Colleges*. U.S. Department of Health, Education, and Welfare, Office of Education, Washington, D.C., 1959. Leland Medsker. "Financing Public Junior College Operation." *The Public Junior College*, Chapter XIII. Fifty-fifth Yearbook of the National Society for the Study of Education. Chicago: University of Chicago Press, 1956.

Are Public 2-Year Colleges Secondary or Higher Education?

This question is repeatedly asked, sometimes by people who enjoy academic exercises and sometimes by people who really believe the question is a fundamental one. If the question is reworded to say, "Is a 2-year college a high school or a university?" the answer is simple, "Neither." Appropriately, 2-year colleges do include some work that is high school level in nature, as many universities did until recently and as a few still do. Such work may be to strengthen a student in a basic area where he is weak. Obviously, much of the academic and technical work in the 2-year college is college level in nature.

One of the best answers to date comes from the President's Committee on Education Beyond the High School:

> Community colleges are not designed, however, merely to relieve enrollment pressures on senior institutions. They have a role and an integrity of their own. They are designed to help extend and equalize opportunities to those who are competent and who otherwise would not attend college, and to present a diversity of general and specialized programs to meet the needs of diversified talents and career goals.[3]

As the support patterns of 2-year colleges are closely related to the programs and services offered, much study is needed to present a clear picture of the image or the several images of 2-year colleges. Certainly, one consistent image of the 2-year college is concerned with providing a transitional experience for the student as he progresses from the high school to the more advanced levels of the university.

How Can Support Be Secured for Land Acquisition and Improvement and for Planning and Constructing Facilities for the 2-Year College?

Should a new 2-year college be started, as many have been, by asking the high school to share its facilities? Is it wiser to wait until funds are available for site and an initial building program? Should an industry seeking to benefit from college services be encouraged to assist in providing equipment? Would such assistance subsequently result in the industry suggesting enrollment restrictions not consistent with the policy of a public institution? Since it does not appear logical for the student to be charged for capital investments for buildings and equipment, from what source should these funds be sought? What responsibility, if any, rests with the

[3] *Second Report to the President.* The President's Committee on Education Beyond the High School. Washington: U.S. Government Printing Office, July 1957. p. 65.

locality, the State, and the Nation? Should non-Government agencies be solicited by public institutions, or should these sources be left for the private colleges? Would cooperative work-study programs and internships in industry help?

What Should Be Considered a 2-Year College?

Here, again, the pliable state of the public 2-year college movement is recognized. In this particular study, an effort was made to be inclusive rather than restrictive. As a result, data were reported on the financing of public 2-year colleges that were locally controlled and supported, either as a part of a unified public school district or under a support and control pattern separate from the lower grade levels; 2-year branches of public 4-year colleges and universities; State technical institutes; and State-controlled and supported 2-year colleges.

For a number of reasons, primarily related to the manageability of data, no reference was made to other institutions rendering services similar to some of those provided by the public community-junior college. Examples of these are the Wisconsin adult or vocational-technical high schools and the North Carolina area vocational schools.

Will these latter types of institutions ultimately become public 2-year colleges also? Or is a new kind of educational institution emerging, bridging in still another way the gap between high school, on the one hand, and college study or life work on the other?

Possibly, more consideration should be given to the similarities, rather than to the differences, between public and private 2-year colleges. Certainly, the duration of many programs is one obvious similarity. Other identifying elements might be the nonprofit nature of these institutions and the common core of general education. Should special-purpose 2-year colleges be urged to expand their general education programs?

What Is a Desirable Level of Current Support?

No meaningful answer can be given to this question except in relation to four other major considerations. These are, type of programs offered, staff salary schedule, size of the college, and extent to which administrative salaries and maintenance costs are charged to the college. The variations found in these four items account for the fact that currently "desirable" operational support

for 2-year colleges ranges from less than $600 a year to more than $1,000 a year per student.

It would seem unwise for any State to write into its laws any statement expressed in dollars as a desirable level. Periodic evaluation of the support pattern is essential with consideration given to such facts as:

A. Sixty to seventy-five percent of the current operational cost is usually spent on instruction;

B. Technical education programs cost considerably more than liberal arts programs; and

C. Economies in community college operation do not usually occur until an enrollment of 400 to 500 is reached.

How Can Effective Procedures for Setting Support Be Formulated?

One of the most frequently recurring questions deals with effective procedures for establishing and operating 2-year colleges. Part of the answer to this question is concerned with establishing adequate support levels.

Different methods are being used successfully today. One is found where a State approval agency, by regulation, requires that the State, the district, and the student shall each contribute a certain fraction of the actual cost. Another method specifies that the student tuition shall be limited to a certain amount, the State's share to a certain amount, and the local district shall pay the remainder. Still another approach is the foundation method, where the State guarantees a certain level of support. The district may increase its share and thus increase this level. Generally, the tuition cannot exceed a certain fixed amount.

Although the present study does not examine effective procedures, it does suggest that the principles for establishing these procedures for support patterns are generally based on the following assumptions:

A. The student share should be kept low so that qualified students are not priced out of continuing education.

B. Some State approval agency needs to have the authority to provide criteria for establishment of public 2-year colleges as well as for determining the ratio of district to State support.

C. The local institution should have the authority to exceed its local share if it chooses to do so.

D. An effective procedure should include provisions for periodic reevaluation in terms of experience and changing

costs. Certainly, it is not wise to determine by law that any level of education be priced at a certain dollar amount.

These questions are not new to the community college idea; some were identified by Koos, Eells, and others in early studies over a quarter of a century ago. Today, however, new forces are acting upon the 2-year colleges, perhaps creating pressures toward different conclusions than were held at the start of the junior college movement. The directions toward which the States move during the next 5 to 10 years in developing their public 2-year colleges may well determine the answers to the questions stated and the ultimate role of the public 2-year colleges in the United States.

APPENDIX

State Exhibits of Statutory and Regulatory Provisions for Financing Current Operations and Capital Outlay for 2-Year Colleges and Actual Practices Used

ALABAMA

In Alabama there are two 2-year colleges which receive public support. One is a 2-year branch of a 4-year State college, and the other is a private 2-year college receiving State funds.

Private Institution Receiving State Support

I. Support Formula in Laws:
   - A. Current Support—None.
   - B. Capital Outlay—None.

II. Support Formula in Official State Regulations:
   - A. Current Support—None.
   - B. Capital Outlay—None.

III. Support Formula in Actual Practice (1960–61):
   - A. Current Support—Legislature makes biennial appropriations directly to Walker College for support and maintenance. State, 30 percent; local, none; tuition, 70 percent.[1]
   - B. Capital Outlay—100 percent from the local area.

2-Year Branch of a 4-Year College

I. Support Formula in Laws:
   - A. Current Support—None.
   - B. Capital Outlay—None.

II. Support Formula in Official State Regulations:
   - A. Current Support—None.
   - B. Capital Outlay—None.

[1] The 1961 Alabama Legislature authorized similar direct appropriations for Marion Institute (a private 2-year college). This action was reported after the text and tables of this study had been compiled.

III. Support Formula in Actual Practice (1960–61):
A. Current Support—State, 85 percent; tuition, 15 percent.
B. Capital Outlay—State, 100 percent.

ALASKA

The four public 2-year colleges in Alaska are organized under the general enabling legislation for such institutions in the State.

I. Support Formula in Laws:
A. Current Support—The Board of Regents is entitled to reimburse qualified school districts in the amount of 75 percent of the instructors' salaries, instructional supplies, and administrative expenses incurred in the operation of community colleges within such districts. (Title 37, Chapter 10)[2]
B. Capital Outlay—No capital outlay for community colleges.

II. Support Formula in Official State Regulations:
A. Current Support—None.
B. Capital Outlay—None.

III. Support Formula in Actual Practice (1960–61):
A. Current Support—State, 56 percent; local, 19 percent; student fees, 25 percent.
B. Capital Outlay—100 percent from local tax funds.

ARIZONA

There are two publicly supported junior colleges in Arizona organized under general enabling legislation.

I. Support Formula in Laws:
A. Current Support—$525 per student per annum for the first 320 students, and $350 per student in excess thereof. The difference between budgeted cost per student and the annual amount of State aid is to be paid by the county or by nonresident students or their respective counties. Junior colleges already established are to receive a minimum of $150,000 per annum or they may become part of a junior college district by appropriate legislation. (SB 43)[3]
B. Capital Outlay—State appropriates to junior college districts 50 percent of the total capital outlay not to exceed $500,000 and also $115 per full-time equivalent student (computed by dividing the total college credit units by 15 per semester based on regular day enrollment). (SB 43)

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[2] This is only in areas of academic college transfer credits. The tuitions received from nonacademic programs remain with the college with the district providing the balance required.

[3] A law passed in 1961 provides for State aid not to exceed $150,000 per annum for the costs of maintaining any public junior college. In addition, each public junior college possessing certain qualifications as mentioned in the new law, shall receive $50,000 for the fiscal year July 1, 1961, to June 30, 1962. This action was reported after the text and tables of this study had been compiled.

II. Support Formula in Official State Regulations:
  A. Current Support—None.
  B. Capital Outlay—None.

III. Support Formula in Actual Practice (1960–61):
  A. Current Support—State, 15 percent; local, 75 percent; tuition, 10 percent.
  B. Capital Outlay—No more than approximately 50 percent, and the remainder from the local district.[4]

ARKANSAS

The only public 2-year college in Arkansas is the branch of Arkansas State College at Beebe.

I. Support Formula in Laws:
  A. Current Support—None.
  B. Capital Outlay—None.

II. Support Formula in Official State Regulations:
  A. Current Support—None.
  B. Capital Outlay—None.

III. Support Formula in Actual Practice (1960–61):
  A. Current Support—State, 90 percent; local, 0 percent; tuition, 10 percent. The Legislature makes biennial appropriations (line item) to the branch for current support.
  B. Capital Outlay—100 percent from the State. The Legislature makes appropriations (line item) to the branch for capital outlay.

CALIFORNIA

There are 63 publicly supported junior colleges in the State of California which are organized under general enabling legislation. While the majority of these are operated in junior college districts, there are a number which are located in unified districts, in high school districts, and in cities.

I. Support Formula in Laws:
  A. Current Support—
    (1) Basic State aid of $125 per unit of average daily attendance is provided to districts maintaining junior colleges. The minimum is $2,400 per district. Adults in grades 13 and 14 and in classes for adults are included in the attendance counting. (This is the same allowance as for elementary and high school attendance.) For 1959–60, 57 districts received such aid totaling $20,530,025.
    (2) Equalization aid of varying amounts is provided to some districts maintaining junior colleges. Eligibility, and the amount, are premised upon a "Foundation Program" of $494

[4] There has been no State appropriation for capital outlay for 7 years and no building in that time.

for each ADA of pupils resident in the district attending the district's college or attending a college of another district under tuition agreement. The amount is the excess of the foundation program over the sum of basic aid and "district aid."[8] District aid is a computed amount of local support; the district's valuation of real and personal property, adjusted by amounts representing certain Federal and miscellaneous income, and modified by factors resulting from variations between county valuation practices, and then multiplied by 2.4 mills. (Similar allowances are made for elementary and high schools.) For 1959–60, 18 districts received such aid totaling $4,449,139.

(3) Apportionments for growth in attendance are made twice during the year. The average attendance in the first period ending in December, and later the average attendance during the second period ending in April, are used to recompute the basic and equalization allowances. If there has been sufficient growth in enrollment of pupils to cause the average attendance to exceed that found at the close of the prior year, the money appropriated for this particular purpose is distributed to the districts eligible. (This is the same as for elementary and high schools.) For 1959–60, 46 districts received $1,012,595 for growth in the first period, and 20 districts received $320,772 for growth in the second period.

(4) Districts maintaining junior colleges are, with all other districts, authorized to provide numerous special services and are eligible for certain special purpose apportionments. In such instances, claims are made based upon actual expenditures for such programs, and within appropriations available reimbursement is provided up to certain fixed maximums. A few junior colleges, principally those closely associated with high schools, provide bus transportation. A very few junior colleges provide special educational services for physically handicapped pupils. The amounts of State aid for these programs are relatively insignificant in comparison with the aid described in the preceding paragraphs.

(5) Areas of the State which are not part of junior college districts are taxed by the counties, on both real and personal property, to the extent necessary to pay tuition to districts providing education to residents from such areas. When such an area establishes a new junior college district, which must be financed locally the first year, they have in prior years had to be taxed as well for the prior year tuition costs. Beginning in 1960–61 the State legislature has appropriated an amount sufficient to equal the tuition tax on such new districts. For the year 1960–61 it is estimated that apportionments for this purpose will be made to five districts for a total of $3,185,150.

B. Capital Outlay—

(1) The apportionments to districts as described in the preceding paragraphs may be used as desired for capital outlay

[8] In 1961 legislation was enacted to increase the foundation program from $494 to $543 per unit of ADA. This action was reported after the text and tables of this study had been compiled.

purposes. Apportionments are reimbursements in nature and not specifically restricted to current expense.

(2) Districts maintaining junior colleges are eligible as are other districts for loans and grants from the State for capital outlay purposes. However, the relative wealth of the districts, due to their large areas and generally urban nature, is such that none have to date met the State's requirements of financial need.

II. Support Formula in Official State Regulations:
   A. Current Support—The California Administrative Code, the publications of the Department of Education, and the instructions on various reports, constitute regulations which amplify the provisions of law.
   B. Capital Outlay—See above.

III. Support Formula in Actual Practice (1959–60):
   A. Current Support—State, 22.4 percent; Local, 77.6 percent.
   B. Capital Outlay—State, none; Local, 100 percent.

COLORADO

There are six public 2-year colleges in Colorado operating under the general enabling acts of the State. In addition, there is a 2-year agricultural and mechanical college under State control.[6]

Institutions Under General Enabling Acts

I. Support Formula in Laws:
   A. Current Support—As part of the Public School Foundation Act, junior college districts are to receive direct grants of $2,100 for each seven full-time equivalent students carrying an average of 45 quarter hours or 30 semester hours of credit. (HB 96)[7]
   B. Capital Outlay—No State aid. A recent law makes it possible for school boards of public school districts and also committees of junior college districts to maintain capital reserve building funds for the purpose of paying all or part of the cost of planned future building programs. (HB 220)

II. Support Formula in Official State Regulations:
   A. Current Support—There are no additional stipulations other than for the implementation of the law.
   B. Capital Outlay—There are no additional stipulations other than for the implementation of the law.

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[6] In 1961, legislation was enacted which authorized one of the local 2-year colleges to become a 4-year college. This action was reported after the text and tables of this study had been compiled.

[7] A chargeback provision of $500 per full-time equivalent student was also enacted by the 1961 Legislature. This action was reported after the text and tables of this study had been compiled.

III. Support Formula in Actual Practice (1960–61):
A. Current Support—State, 43 percent; local, 43 percent; tuition, 14 percent.
B. Capital Outlay—State, 0 percent; local, 100 percent.

State 2-Year College

I. Support Formula in Laws:
A. Current Support—None.
B. Capital Outlay—None.

II. Support Formula in Official State Regulations:
A. Current Support—None.
B. Capital Outlay—None.

III. Support Formula in Actual Practice (1960–61):
A. Current Support—State, 80 percent; tuition, 20 percent. The Legislature makes regular appropriations directly to the college.
B. Capital Outlay—State, 100 percent. The Legislature appropriates funds for capital outlay expenditures directly to the college.

CONNECTICUT

There are no public junior colleges in Connecticut operating under the general enabling act for such institutions. Although there are no such institutions, the law does authorize the board of education of a town to maintain a post-secondary school of college grade, charging resident tuition not to exceed the costs of instruction and administration and non-resident tuition including the per-pupil costs of operation and maintenance. (PA 232) However, the State does have publicly supported technical institutes, one at Hartford and another at Norwalk.

State Technical Institutes

I. Support Formula in Laws:
A. Current Support—None.
B. Capital Outlay—None.

II. Support Formula in Official State Regulations:
A. Current Support—No specific formula. The technical institute program is conducted under the regulations of the State Department of Education.
B. Capital Outlay—See above.

III. Support Formula in Actual Practice (1960–61):
A. Current Support—State, 100 percent; tuition, 0 percent, except for registration fee of $100 per student; local, 0 percent. (However, the student may receive up to $300 a year for

transportation costs, 50 percent of which comes from the State and 50 percent from the local area.) The Legislature makes appropriations to the State Department of Education for the technical institutes.

B. Capital Outlay—State, 100 percent. The Legislature makes appropriations to the State Department of Education for capital outlay funds needed by the technical institutes.

DELAWARE

There are no publicly supported 2-year colleges in Delaware.

FLORIDA

There are 23 publicly supported junior colleges in Florida operating under the general enabling legislation of the State.

I. Support Formula in Laws:

A. Current Support—(1) *County School Sales Tax Fund*—Apportioned to local school districts in proportion to number of instruction units. (Sec. 212.20); (2) *State Permanent School Fund*—The interest from the fund is distributed to local school districts in proportion to their ADA. (Art. XII, Secs. 4, 5, and 7); (3) *State Foundation Program Fund*—Amount provided is determined by use of an index of the taxpaying ability. The required amount for each county is equal to that county's percent of the financial ability of the State, determined by the index of relative taxpaying ability, multiplied by 95 percent of the calculated yield of a 6-mill levy on the non-exempt assessed valuation of the State. If a county is operating a junior college or participating in the support of a junior college, the local required financial effort is increased by 5 percent. If a county fails to make the financial effort required for participation in the foundation program, the State's share of that county's allocation is decreased proportionately. The cost of the program for each school system is made up of the computed cost for instructional salaries, transportation, and current expenses, other than instructional salaries and transportation.

The amount to be included in the program for instructional salaries is determined by multiplying the number of units represented by persons holding certificates based on an earned doctor's degree (rank I) by $4,450; master's degree (rank II) by $3,850; bachelor's degree (rank III) by $3,400; 3–3.9 years of college training (rank IV) by $2,450; and 2–2.9 years of college training (rank V) by $2,250. Add $300 for each instruction unit sustained by instructional personnel under continuing contract in Ranks I, II, and III, and an additional $300 where instructional personnel in these

ranks have completed 10 years' continuous teaching service in Florida public schools. For supervisors, administrative and special instructional service personnel, vocational teachers, and student personnel services in junior colleges employed on a 12-month basis, increase the rank value 20 percent. $7,500 is allocated for each junior college president.

The number of instruction units for junior colleges is computed as follows: one unit for each 12 students in ADA for the first 420 students, one for each 15 students in ADA over 420 students, one unit (or proportional fraction) for each 8 instruction units for administrative and special instructional services, one unit (or proportional fraction) for each 20 instruction units for student personnel services; and one president unit for each junior college approved by the State board.

Transportation amounts are determined by multiplying the number of transportation units by $1,250. These units are computed on the basis of the pupils in ADA transported at public expense the preceding year whose homes were at least 2 miles from the nearest appropriate school.

The amount for current expense (other than instructional salaries and transportation) for junior colleges is formed by multiplying the number of junior college units (other than transportation units) by $700. (Sec. 236.01–236.62)

B. Capital Outlay—Amount of request to the Legislature is determined by a formula designed to provide 148 gross square feet of space for each full-time equivalent student enrolled in a separate junior college, or 104 gross square feet of space for each F.T.E. student enrolled in a junior college sharing facilities with a high school.

II. Support Formula in Official State Regulations:

A. Current Support—State, 66.3 percent; local, 13.6 percent; tuition, for the implementation of the law. (It should be noted that a recalculation formula provides for increased enrollment each fall.)

B. Capital Outlay—There are no additional stipulations other than for the implementation of the law.

III. Support Formula in Actual Practice (1959–60):

A. Current Support—State, 66.3 percent; local, 13.6 percent; tuition, 20.1 percent.

B. Capital Outlay—100 percent from the State with limitations shown in the law. Local areas may contribute to the extent to which they are able or willing.

GEORGIA

The State of Georgia has general enabling legislation for the organization of 2-year colleges. However, there are no junior colleges so established at the present time. The portion of the law which refers to State support says that, "Local operating authority establishing or operating a junior college shall

receive not less than $300 per 9-month academic year for each full-time equivalent student, as determined by the Board of Regents, for teaching, instruction, and maintenance purposes." (Sec. 5, HB 686) There are seven State 2-year colleges under the control of the Board of Regents and one military college, which is a public 2-year institution under local control.

State 2-Year Colleges

I. Support Formula in Laws:
   A. Current Support—None.
   B. Capital Outlay—None.

II. Support Formula in Official State Regulations:
   A. Current Support—None.
   B. Capital Outlay—None.

III. Support Formula in Actual Practice (1960–61):
   A. Current Support—The State junior colleges receive a yearly appropriation for current operations. This amounts to State, 75.8 percent; tuition, 24.2 percent.
   B. Capital Outlay—State, 100 percent. The Board of Regents of the University System of Georgia submits requests to the Legislature for needed capital outlay funds for State junior colleges.[8]

Local 2-Year Military College

I. Support Formula in Laws:
   A. Current Support—None.
   B. Capital Outlay—None.

II. Support Formula in Official State Regulations:
   A. Current Support—None.
   B. Capital Outlay—None.

III. Support Formula in Actual Practice (1960–61):
   A. Current Support—Local, 55 percent; tuition, 45 percent.
   B. Capital Outlay—100 percent from the local area.[9]

HAWAII

There are no publicly supported 2-year colleges in Hawaii.

[8] In a number of instances, the junior colleges were originally under the control of a local community. Later, the community asked the Board of Regents to take over the operation of the junior college. In these cases, the physical facilities had already been supplied by the locality. Before the Board of Regents took over the operation of the junior college, the board required the community to provide funds for any needed renovations of existing buildings and for any new buildings that were needed immediately. After the board assumes responsibility for operating the junior college, all funds for capital outlay come from the State.

[9] The administration building is the old capitol of Georgia and was the first permanent Capitol Building. It is the property of the State and was turned over to a local Board of Trustees as set up by a charter of 1879 for school purposes.

IDAHO

There are two publicly supported junior colleges in Idaho organized under the general enabling legislation of the State. There is also a 2-year branch of the University of Idaho.

Institutions under General Enabling Acts

I. Support Formula in Laws:
   A. Current Support—State supported only in vocational education field—where State and Federal funds pay 100 percent of salaries. (See. 33-2120.) A board of trustees may levy upon the taxable property within the district a tax not to exceed 80 cents in each $100 of assessed valuation. In addition, 50 percent of all monies apportioned to any county embracing all or part of such junior college district shall be allocated out of the liquor fund. The board of trustees may also levy a tax not exceeding one-half mill on the dollar for maintenance and care of gymnasium and school grounds of such district in addition to other taxes authorized for maintenance and support of junior colleges. (33-2113, 2114.) A student who is a resident of the junior college district shall pay not less than $50 nor more than $75; if not a resident of the district but of the county in which the district is located, not less than $75 per annum; the tuition for students who do not reside in either the district or the county in which the junior college is located shall be fixed annually by the Board of Trustees but not less than $100 per annum. (33-2112.)
   B. Capital Outlay—No State aid. The Board of Trustees of a junior college district shall provide by purchase, rental, or otherwise, such buildings, ground, equipment, and appliances as may be necessary for such junior colleges through issuance of bonds. (33-2115.)

II. Support Formula in Official State Regulations:
   A. Current Support—None.
   B. Capital Outlay—None.

III. Support Formula in Actual Practice (1959-60):
   A. Current Support—Local (including county), 61 percent; tuition, 39 percent.[10]
   B. Capital Outlay—100 percent from the local area.

2-Year Branch of a 4-Year College

I. Support Formula in Laws:
   A. Current Support—None.

[10] In actual practice, 10 percent of the operating budget of a junior college comes from the refund of the liquor tax. The tax is collected by the State and ordinarily would be viewed to be State revenue. Reports of local practice indicate that the portion of this tax that is refunded to the county is generally considered as county revenue.

B. Capital Outlay—None.

II. Support Formula in Official State Regulations:
   A. Current Support—None.
   B. Capital Outlay—None.

III. Support Formula in Actual Practice (1960–61):
   A. Current Support—100 percent from the State. The Legislature makes regular appropriations directly to the branch for current support.
   B. Capital Outlay—100 percent from the State. The Legislature makes appropriations directly to the branch for capital outlay.

ILLINOIS

Illinois has 18 publicly supported junior colleges operating under the general enabling legislation of the State.

I. Support Formula in Laws:
   A. Current Support—Any school district maintaining a recognized junior college or providing tuition for pupils in a recognized junior college of some other district, shall be entitled to claim an apportionment for each school year of $7.60 for each semester hour in a course completed by each resident pupil in attendance. Actual student participation during half or more of the session such course is offered is, for the purpose of such claim, synonymous with semester hour completed. (12-15.1.)
   B. Capital Outlay—None.

II. Support Formula in Official State Regulations:
   A. Current Support—None.
   B. Capital Outlay—None.

III. Support Formula in Actual Practice (1960–61):
   A. Current Support—State, 45 percent; local, 45 percent; tuition, 10 percent.
   B. Capital Outlay—100 percent from the local area.

INDIANA

In Indiana there are 14 publicly supported 2-year colleges; 9 are extension centers of Indiana University and 4 are extension centers of Purdue University. Vincennes University is a 2-year college under both public and private control receiving financial aid from county and State funds.

2-Year Branches of 4-Year Colleges

I. Support Formula in Laws:
   A. Current Support—None.
   B. Capital Outlay—None.

II. Support Formula in Official State Regulations:
  A. Current Support—None.
  B. Capital Outlay—None.

III. Support Formula in Actual Practice (1959–60):
  A. Current Support—No specific formula. The extension centers are supported by State appropriations and the re-appropriation of fees charged at the centers. Indiana University's expenditures for its centers for 1959–60 amounted to $3,140,535. Purdue University's expenditures for 1959-60 amounted to $2,268,414.
  B. Capital Outlay—100 percent from the State.[11]

2-Year Institution under Public and Private Control

I. Support Formula in Laws:
  A. Current Support—The law provides for a tax levy in Knox County not to exceed 5 cents on each $100 of taxable property in the county. It also provides for State aid in an amount equal to twice the sum realized by the local tax levy.[12]
  B. Capital Outlay—No State funds. Board of Trustees of Vincennes University (with consent and approval of county council) may issue and sell bonds for providing funds for construction. (Chapter 34)

II. Support Formula in Official State Regulations:
  A. Current Support—None.
  B. Capital Outlay—None.

III. Support Formula in Actual Practice (1960–61):
  A. Current Support—State, 25 percent; local, 14 percent; tuition, 60 percent.
  B. Capital Outlay—100 percent from the local area.

IOWA

Iowa has 16 publicly supported junior colleges operating under the general enabling legislation of the State.

I. Support Formula in Laws:
  A. Current Support—Multiply $1 by the average daily enrollment of junior college students carrying 12 or more semester hours of college work. Multiply this product by the actual number of days school was officially in session, not to exceed 180 days. (Ch. 286A.3.)
  B. Capital Outlay—None.

[11] The Legislature makes appropriations directly to the parent institutions for capital outlay funds needed by the extension centers.

[12] In 1961 the Legislature enacted a new law which repealed all former laws relating to Vincennes University. This new law provides for a tax levy in Knox County not to exceed 9 cents on each $100 of taxable property in the county. It also provides for State aid in an amount equal to twice the sum realized by the local tax levy. (Chapter 105, Acts 1961.) The new law does not have any provisions regarding capital outlay. This action was reported after the text and tables of this study had been compiled.

II. Support Formula in Official State Regulations:
  A. Current Support—No specific support formula in the regulations.
  B. Capital Outlay—None.

III. Support Formula in Actual Practice (1960–61):
  A. Current Support—State, 30.3 percent; local, 35.7 percent; tuition, 30.3 percent; balance of 3.7 percent comes from fees, endowments, and miscellaneous sources.
  B. Capital Outlay—100 percent from the local area.

KANSAS

Kansas has 14 publicly supported junior colleges operating under the general enabling legislation of the State.

I. Support Formula in Laws:
  A. Current Support—No State aid. Cost of maintenance of high school extensions (junior colleges) may be paid, either wholly or in part, from the general fund of the Board of Education or community high school and through tax levies on assessed taxable tangible valuation of the city school district, community high school district—not exceeding rates limited by law. (72–3301). In cases where high school extension course is being maintained by board of education of more than one city in such county, funds shall be apportioned on the basis (proportion) that the ADA bears to total ADA in schools in such county during such school year. (72–3315.)[18]
  B. Capital Outlay—None.

II. Support Formula in Official State Regulations:
  A. Current Support—None.
  B. Capital Outlay—None.

III. Support Formula in Actual Practice (1960–61):
  A. Current Support—State, 0 percent; local, 100 percent; tuition, 0 percent.
  B. Capital Outlay—100 percent from the local area.

KENTUCKY

Kentucky has one publicly supported junior college operating under the general enabling legislation of the State.

I. Support Formula in Laws:
  A. Current Support—No State aid. Board of education of any city of the second class may request a tax of not less than 5 cents nor more than 14 cents on each $100 worth of property subject to taxation for city purposes—for support of the municipal junior college. (165.170 as amended, 1960.) In counties

[18] In 1961 the Legislature enacted a law setting up a Junior College Finance Fund. This law provides for State aid in the amount of $3 for each credit hour granted each student by a junior college during the preceding school year. This action was reported after the text and tables of this study had been compiled.

containing city of fourth class, the board of education may levy an ad valorem tax not to exceed 50 cents on each $100 worth of taxable property in such district. (165.280.)[14]

B. Capital Outlay—No State aid. Board of education in any school district in a county containing a city of the fourth class may obtain property for junior colleges from sale of bonds the sum of which may not exceed 1 percent of the taxable valuation of property of the district or total sum available from sale of holding company bonds by a holding company duly organized for that purpose. (165.310)

II. Support Formula in Official State Regulations:
   A. Current Support—None.
   B. Capital Outlay—None.

III. Support Formula in Actual Practice (1960–61):
   A. Current Support—State, 0 percent; local, 30 percent; tuition, 70 percent.
   B. Capital Outlay—100 percent from the local area.

LOUISIANA

Louisiana has no public junior colleges operating under general enabling legislation. However, there are 2-year branches of Louisiana State University at Alexandria and New Orleans.

I. Support Formula in Laws:
   A. Current Support—None.
   B. Capital Outlay—None.

II. Support Formula in Official State Regulations:
   A. Current Support—None.
   B. Capital Outlay—None.

III. Support Formula in Actual Practice (1960–61):
   A. Current Support—The branches of Louisiana State University receive an appropriation through special legislation. This amounts to State, 95 percent; tuition, 5 percent.
   B. Capital Outlay—State, 100 percent. Through special legislation, the parent institution receives appropriations for facilities at the branches.

MAINE

There are no publicly supported 2-year colleges in Maine.

MARYLAND

As of January 1961, there was no general enabling legislation for junior colleges in Maryland. However, there are nine publicly supported junior col-

[14] In 1961 the Legislature voted to increase the minimum tax on each $100 worth of property from 5 cents to 7 cents; the 14 cent maximum remains the same. This action was reported after the text and tables of this study had been compiled.

leges operating under the general authority of the counties to provide a common school program, and one junior college operates under special legislation.

2-Year Colleges Under Local Control

I. Support Formula in Laws:
   A. Current Support—No legal formula. Special legislation was enacted allowing the county commissioners of Charles County to appropriate $200 each for the tuition of a maximum of 200 students at any junior college established in that county by the County Board of Education.[15]
   B. Capital Outlay—None.[16]

II. Support Formula in Official State Regulations:
   A. Current Support—There is no State support formula as such. The Legislature, at the request of the State Department of Education, includes in the budget of that department an amount of money for the support of public junior colleges, the amount being determined by the product of $150 by the estimated number of full-time equivalent matriculated Maryland students. This money is intended to pay a portion of the operating costs of the junior colleges.[17]
   B. Capital Outlay—None.

III. Support Formula in Actual Practice (1960–61):
   A. Current Support—State, one-third; local unit, one-third; tuition, one-third.
   B. Capital Outlay—100 percent from the local area.

State 2-Year College

I. Support Formula in Laws:
   A. Current Support—None.
   B. Capital Outlay—None.

II. Support Formula in Official State Regulations:
   A. Current Support—None.
   B. Capital Outlay—None.

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[15] State financial support for public junior colleges began in the 1946–47 academic year and was based upon a flat grant of $10,000 to each of the institutions. This continued until the 1949–50 academic year when State financial support was based upon the number of full-time equivalent students. At first the amount was set at $100 per full-time equivalent student, later increased to $125, still later, to $150 which is the present figure. However, during the past 2 years the State Board of Education has requested an increase to $200 per student and has requested that amount in the next budget.

[16] The 1961 Legislature also enacted a law which provides for a bond issue of $5 million to provide capital outlay funds for public junior colleges. From the funds raised through the bond issue, the junior colleges may receive $1,500 times the proposed capacity of the college in numbers of students, subject to the limitation that State funds will not exceed one-half of the total construction cost of any junior college project.

These actions were reported after the text and tables of this study had been compiled.

[17] The 1961 Maryland Legislature passed a general enabling act describing in specific terms the general authority of the counties to maintain junior colleges. This act also authorized State support up to $225 a year per student, which means that the formula will be one-third from the State, one-third from the locality, and one-third from the student for current support.

III. Support Formula in Actual Practice (1960–61):
- A. Current Support—The Legislature makes regular appropriations for the support of the college. State, two-thirds; tuition, one-third.
- B. Capital Outlay—100 percent from the State.

MASSACHUSETTS

There are four publicly supported junior colleges in Massachusetts. Three of these are under the control of the local school district, and the fourth is under the recently established State Board of Regional Community Colleges. (Several junior colleges are planned which will operate under this authority, but only one has been established thus far.)

Institution under Board of Regional Community Colleges

I. Support Formula in Laws:
- A. Current Support—Board of Regional Community Colleges is authorized to "expend such funds as are necessary to carry out the functions of the board, within the limits of the amounts appropriated therefor."
- B. Capital Outlay—See Current Support.

II. Support Formula in Official State Regulations:
- A. Current Support—The Board of Regional Community Colleges is authorized to provide the balance beyond $[illegible]00 per student received from tuition.
- B. Capital Outlay—100 percent from the State.

III. Support Formula in Actual Practice (1960–61):
- A. Current Support—Two-thirds from the State; one-third from the students.
- B. Capital Outlay—100 percent from the State.

Junior Colleges under Local Control

I. Support Formula in Laws:
- A. Current Support—Provides for support up to $100 per student on a matching basis with the local community to cover local deficits only. (1957)
- B. Capital Outlay—None.

II. Support Formula in Official State Regulations:
- A. Current Support—None.
- B. Capital Outlay—None.

III. Support Formula in Actual Practice (1960–61):
- A. Current Support—4 percent from the State; 4 percent from the local area; tuition, 92 percent.
- B. Capital Outlay—100 percent from the local area.

MICHIGAN

There are 27 publicly supported junior colleges in Michigan operating under the general enabling legislation of the State.

I. Support Formula in Laws:
   A. Current Support—Based on enrollments in junior or community college credit courses maintained in public school districts. Not to exceed $205 per full and equated enrollment nor one-half of the total operational costs excluding capital outlay and debt service. (Act 159, P.A. 1960.)
   B. Capital Outlay—Not to exceed $300,000 or 50 percent of capital outlay projects for any one institution. (Act 160, P.A. 1960.)

II. Support Formula in Official State Regulations:
   A. Current Support—There are no additional stipulations other than for the implementation of the law.
   B. Capital Outlay—Matching funds basis. Proof of expenditure necessary to qualify for $40,000 flat grant. Further allowance based upon membership.

III. Support Formula in Actual Practice (1960–61):
   A. Current Support—State, 37 percent; local, 30 percent; tuition, 33 percent.
   B. Capital Outlay—State, 14 percent; local, 86 percent.

MINNESOTA

There are 9 publicly supported junior colleges in Minnesota operating under the general enabling legislation of the State.

I. Support Formula in Laws:
   A. Current Support—State Board of Education shall pay to public school districts maintaining junior colleges $200 annually per student in ADA, provided that tuition for nonresidents shall be set at five-sixths of the State teachers college tuition and that tuition for residents shall be three-fourths that charged to non-residents. State aid is denied to any junior college hereafter established within 36 miles of an existing junior college or State teachers college. The first year of aid to junior colleges established after April 27, 1957, shall be paid on the basis of the enrollments at the end of the second year of operation. Thereafter, as above. (124.34.)[18]
   B. Capital Outlay—No State aid. Any school board maintaining or cooperating in maintaining a junior college may use existing buildings or equipment or may provide any necessary building or equipment for the establishment and maintenance of such junior college. (130.04.)

[18] In 1959 the Legislature passed an appropriations act for the biennium ending June 30, 1961, which provided for the State Board of Education to distribute $250 per student in ADA in the public junior colleges. In 1961 the Legislature again passed an appropriations act, for the biennium ending June 30, 1963, which provides for State aid to junior colleges in the amount of $300 per student in average daily attendance. This action was reported after the text and tables of this study had been compiled.

II. Support Formula in Official State Regulations:
  A. Current Support—There are no additional stipulations other than for the implementation of the law.
  B. Capital Outlay—None.
III. Support Formula in Actual Practice (1959–60):
  A. Current Support—State, 38 percent; local, 42 percent; tuition, 20 percent.
  B. Capital Outlay—100 percent from the local area.

MISSISSIPPI

There are 22 publicly supported junior colleges in Mississippi which are operating under the general enabling legislation.

I. Support Formula in Laws:
  A. Current Support—None.
  B. Capital Outlay—None.
II. Support Formula in Official State Regulations:
  A. Current Support—None.
  B. Capital Outlay—None.
III. Support Formula in Actual Practice (1960–61):
  A. Current Support—No specific formula. The Legislature makes biennial appropriations of fixed sum plus an additional amount on basis of attendance. The Legislature appropriated $1,788,543.95 for each year of the biennium ending June 30, 1962, for the aid of 17 specified junior colleges plus $737,025.04 for approved vocational technical department of public junior colleges. There is no student tuition.
  B. Capital Outlay—No specific formula. In 1960 the Legislature passed a bond issue of $18,300,000 for capital outlay expenditures at higher education institutions. Of this amount, $2,250,000 was earmarked for junior colleges and apportioned as follows: $100,000 for each junior college with less than 400 students in attendance; $150,000 for schools having more than 400 students.

MISSOURI

There are seven public junior colleges in Missouri operating under the general enabling legislation of the State.

I. Support Formula in Laws:
  A. Current Support—None.[19]
  B. Capital Outlay—None.

[19] Legislation passed in 1961 in Missouri provides that public junior college districts shall be entitled to receive the sum of $200 per full-time equivalent student (30 semester hours per year). This will be a formula of approximately one-third from the state, one-third from the district, and one-third from the student. This action was reported after the text and tables of this study had been compiled.

II. Support Formula in Official State Regulations:
  A. Current Support—None.
  B. Capital Outlay—None.
III. Support Formula in Actual Practice (1960–61):
  A. Current Support—State, 0 percent; local, 70 percent; tuition, 30 percent.
  B. Capital Outlay—100 percent from the local area.

MONTANA

Montana has two public junior colleges operating under the general enabling legislation of the State.

I. Support Formula in Laws:
  A. Current Support—No specific formula for junior college assistance by the State. A sufficient sum to operate and maintain junior college departments is authorized to be included in the county or district high school board's budget in which the State participates (Sec. 75–3612). The amount of such budget is to be left to their determination. (75–4409)
  B. Capital Outlay—None.
II. Support Formula in Official State Regulations:
  A. Current Support—None.
  B. Capital Outlay—None.
III. Support Formula in Actual Practice (1960–61):
  A. Current Support—State, 25 percent; local, 58 percent (district, 18 percent; county, 40 percent); tuition, 17 percent.
  B. Capital Outlay—100 percent from the local area.

NEBRASKA

Nebraska has four publicly supported junior colleges operating under the general enabling legislation of the State.

I. Support Formula in Laws:
  A. Current Support—None.
  B. Capital Outlay—None.
II. Support Formula in Official State Regulations:
  A. Current Support—None.
  B. Capital Outlay—None.
III. Support Formula in Actual Practice (1960–61):
  A. Current Support—Local, 67 percent; tuition, 33 percent.
  B. Capital Outlay—100 percent from the local area.

NEVADA

There are no junior colleges or 2-year centers in existence in Nevada. The State Constitution gives the University of Nevada full responsibility for higher education in the State.

NEW HAMPSHIRE

There are no public junior colleges or public extension centers in New Hampshire. There are two technical institutes (Manchester and Portsmouth) which are 2-year post-high-school institutions under State control.

I. Support Formula in Laws:
   A. Current Support—None.
   B. Capital Outlay—None.

II. Support Formula in Official State Regulations:
   A. Current Support—None.
   B. Capital Outlay—None.

III. Support Formula in Actual Practice (1960–61):
   A. Current Support—State, 50 percent; tuition, 50 percent. The Legislature makes appropriations to the State Department of Education for the two technical institutes.
   B. Capital Outlay—State, 100 percent.
      The Legislature makes appropriations to the State Department of Education for capital outlay funds needed by the technical institutes.

NEW JERSEY

New Jersey has one publicly supported 2-year college which is operating under general enabling legislation.[39]

I. Support Formula in Laws:
   A. Current Support—None.
   B. Capital Outlay—None.

II. Support Formula in Official State Regulations:
   A. Current Support—None.
   B. Capital Outlay—None.

III. Support Formula in Actual Practice (1960–61):
   A. Current Support—State, 8 percent; local, 21 percent; tuition, 71 percent.
   B. Capital Outlay—Local, 100 percent.

NEW MEXICO

There are 15 2-year colleges in New Mexico under public control—one State junior college, 7 branch colleges operated cooperatively by State-supported 4-year schools and local school districts, and 7 resident credit centers similarly operated.

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[39] The local junior college was originally organized as a State industrial arts school and still receives appropriations from the Legislature for the industrial arts programs offered in its evening school.

2-Year Branches of 4-Year Colleges

I. Support Formula in Laws:
   A. Current Support—No State aid. Financing of community colleges shall be by tuition and fees and other available funds but no public school funds may be expended in a community college program. (Chapter 143.)
   B. Capital Outlay—None.

II. Support Formula in Official State Regulations:
   A. Current Support—None.
   B. Capital Outlay—None.

III. Support Formula in Actual Practice (1960–61):
   A. Current Support—State, 23 percent; local, none except initial administrative costs; tuition, 77 percent.[a]
   B. Capital Outlay—State, none; local, 100 percent.

State 2-Year College

I. Support Formula in Laws:
   A. Current Support—None.[b]
   B. Capital Outlay—None.[b]

II. Support Formula in Official State Regulations:
   A. Current Support—None.
   B. Capital Outlay—None.

III. Support Formula in Actual Practice (1960–61):
   A. Current Support—State, 75 percent; tuition, 25 percent
   B. Capital Outlay—100 percent from the State.

NEW YORK

New York has 24 publicly supported 2-year colleges. Eighteen of these are community colleges operating under the general enabling legislation of the State. (Eight more are expected by 1965.) There are six public 2-year colleges which were established as New York State agricultural schools under the law of 1909. Control was transferred to the education department in 1927. In 1936 the name of these institutions was changed to New York State Agricultural and Technical Institute. In 1948 control was given to the State University of New York.

[a] The 1959 Legislature included in its appropriation to the parent college or university a sum of $100 per projected full-time equivalent student in the community colleges (branch colleges) operated by these institutions in cooperation with local school systems. This money is being used in 1960–61 in the branch colleges.

[b] The State Legislature makes direct appropriations for junior college level operations. For grades 10–12 of the Institute, the appropriation act permits participation in Common Schools Fund on basis of high school enrollment.

[c] The 1960 Legislature allocated $300,000 from an $8 million State Bond Issue authorized for 1960–61.

Institutions under General Enabling Acts

I. Support Formula in Laws:
   A. Current Support—State financial aid is one-third of operating costs, subject to maximum limitations and regulations prescribed by the State University trustees. (Sec. 6305 Laws of New York.)
   B. Capital Outlay—One-half of the amount of capital costs subject to State University trustees' limitations and regulations. These limitations may be based on maximum allowances per student as determined by student capacity. (Sec. 6305 Laws of New York.)

II. Support Formula in Official State Regulations:
   A. Current Support—There are no additional stipulations other than for the implementation of the law.
   B. Capital Outlay—There are no additional stipulations other than for the implementation of the law.

III. Support Formula in Actual Practice (1960–61):
   A. Current Support—State, one-third; local, one-third plus;[24] tuition, one-third. The local district may pay two-thirds if it wishes; in which case, the student makes no contribution.
   B. Capital Outlay—State, one-half; local, one-half.

State Agricultural and Technical Institutes

I. Support Formula in Laws:
   A. Current Support—According to the laws under which they were established, these schools were to be tuition-free, State institutions receiving no funds from the local area.
   B. Capital Outlay—All physical facilities were to be supplied by the State.

II. Support Formula in Official State Regulations:
   A. Current Support—None.
   B. Capital Outlay—None.

III. Support Formula in Actual Practice (1960–61):
   A. Current Support—100 percent from the State. The Legislature makes appropriations to the State University of New York for these institutions.
   B. Capital Outlay—100 percent from the State. The Legislature makes appropriations to the State University of New York for these institutions.

NORTH CAROLINA

North Carolina has five publicly supported 2-year colleges; four of these are operating under general enabling legislation, and one is a 2-year branch of the University of North Carolina.

[24] Prepaid and postaudited.

Institutions under General Enabling Acts

I. Support Formula in Laws:
   A. Current Support—State aid on student-hour basis (specified sum per student quarter hour of instruction) toward instruction in academic subjects. (Chapter 1098, Sec. 7–a.)
   B. Capital Outlay—State appropriations for capital improvements are on an equal matching fund basis. "The sole purposes for which such appropriations may be expended shall be to acquire real property and to construct and equip classrooms, laboratories, administration offices, utility plants, libraries, cafeterias, and auditorium facilities. . . ." (Chapter 1098, Sec. 7–b.)

II. Support Formula in Official State Regulations:
   A. Current Support—$3.25 per quarter hour's credit delivered (as per I–A).
   B. Capital Outlay—No specific formula other than for the implementation of the law.

III. Support Formula in Actual Practice (1960–61):
   A. Current Support—State, 30 percent; local, 40 percent; tuition, 30 percent.
   B. Capital Outlay—State, 50 percent; local, 50 percent; on matching basis.[25]

2-Year Branch of a 4-Year College

I. Support Formula in Laws:
   A. Current Support—None.
   B. Capital Outlay—None.

II. Support Formula in Official State Regulations:
   A. Current Support—None.
   B. Capital Outlay—None.

III. Support Formula in Actual Practice (1960–61):
   A. Current Support—State, 66 percent; tuition, 34 percent. The Legislature makes appropriations to the parent institution for support of the branch.
   B. Capital Outlay—100 percent from the State. The Legislature makes appropriations to the parent institution for support of the branch.

NORTH DAKOTA

In North Dakota there are four publicly supported 2-year colleges. Two of these are the State colleges located at Bottineau and Wahpeton, and the other two are the junior colleges at Bismarck and Devils Lake operating under the general enabling legislation of the State.

[25] Due to the limitations imposed in the law, the actual local contribution exceeds that of the State.

Institutions under General Enabling Acts

I. Support Formula in Laws:
   A. Current Support—$200 for every student in attendance during the two fall semesters or fall, winter, and spring quarters, in a school district—enrolling a minimum of 100 students at all times—maintaining a junior college. A "student" is defined as a person enrolled and in attendance, exclusive of temporary absences, in a junior college for a period of not less than 30 days, and carrying a minimum of 12 class hours each calendar week. (15–1807, 8.) The law also provides that the people in the district may vote to tax themselves up to a maximum of 8 mills a year for current support of the junior college. Up until recently, the voters in Bismarck had only voted to assess themselves at the rate of 4 mills. In the summer of 1960 they authorized the assessment of 8 mills.
   B. Capital Outlay—None.

II. Support Formula in Official State Regulations:
   A. Current Support—There are no additional stipulations other than for the implementation of the law.
   B. Capital Outlay—There is no special mill levy or other earmarked source of funds for this purpose for the local junior colleges; however, buildings may be constructed with any surplus funds derived from State support, local support, or tuition.

III. Support Formula in Actual Practice (1960–61):
   A. Current Support—Bismarck Junior College—State, 25 percent; local, 40 percent; tuition, 35 percent.[20]
   B. Capital Outlay—100 percent from the local area.

State 2-Year Colleges

I. Support Formula in Laws:
   A. Current Support—None.
   B. Capital Outlay—None.

II. Support Formula in Official State Regulations:
   A. Current Support—The State junior colleges are supported from student fees and legislative appropriations.
   B. Capital Outlay—Funds for State junior colleges are obtained through direct legislative appropriation. Dormitories are usually financed through the sale of self-liquidating bonds after permissive legislation.

III. Support Formula in Actual Practice (1960–61):
   A. Current Support—State, 79 percent; local, 0 percent; tuition, 21 percent.
   B. Capital Outlay—100 percent from the State.

[20] Because the junior college at Devils Lake does not meet the enrollment requirement in the law, it receives no funds from the State. The school district provides a building, the utilities, and the janitor service. The only other source of support is from student fees.

OHIO

Ohio has 29 2-year colleges which are branches of publicly controlled 4-year colleges and universities.

I. Support Formula in Laws:
   A. Current Support—None.[37]
   B. Capital Outlay—None.[37]

II. Support Formula in Official State Regulations:
   A. Current Support—None.
   B. Capital Outlay—None.

III. Support Formula in Actual Practice (1960–61):
   A. Current Support—Tuition, 100 percent.
   B. Capital Outlay—Local, 100 percent. (The universities operate the branches in high school buildings and ask the local areas for equipment, libraries, laboratories, etc. One center received 5 percent of its capital outlay expenses from student tuition.)

OKLAHOMA

In Oklahoma there are two types of 2-year institutions; the seven State-supported and controlled institutions operating as parts of the higher education system under the Oklahoma State Regents for Higher Education, and the six municipal institutions operating as parts of local school systems under the general enabling legislation of the State.

Institutions under General Enabling Acts

I. Support Formula in Laws:
   A. Current Support—None.
   B. Capital Outlay—None.

II. Support Formula in Official State Regulations:
   A. Current Support—None.
   B. Capital Outlay—None.

III. Support Formula in Actual Practice (1960–61):
   A. Current Support—Local, 10 percent; tuition, 90 percent.
   B. Capital Outlay—100 percent from the local area.

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[37] In 1961 the Legislature enacted a law which provides for the organization of community college districts and another for university branches and technical institutes. The community colleges may receive grants or gifts from the State for the payment of operating costs and State aid not to exceed the average amount per full-time student directly appropriated to university branches. Community college districts may hold elections for issuing bonds and levying taxes for site and building costs. The university branches may receive appropriations and support from any municipality in the district and hold elections for bonds and taxes for site and buildings. The technical institute districts can levy taxes with voter approval for operating funds and can issue bonds approved by the electorate for capital purposes.
These actions were reported after the text and tables of this study had been compiled.

State 2-Year Colleges

I. Support Formula in Laws:
   A. Current Support—No legally prescribed formula. By legislative enactments; operating expenses are determined by the State Regents.
   B. Capital Outlay—No legally prescribed formula. By legislative enactments; capital outlay expenses are determined by the State regents.

II. Support Formula in Official State Regulations:
   A. Current Support—There are no additional stipulations other than for the implementation of the law.
   B. Capital Outlay—There are no additional stipulations other than for the implementation of the law.

III. Support Formula in Actual Practice (1960–61):
   A. Current Support—State, 85 percent; tuition, 15 percent.
   B. Capital Outlay—State, 100 percent.

OREGON

Oregon has two publicly supported 2-year colleges; one is operating under general enabling legislation, and the other is the State technical institute.

Institution under General Enabling Acts

I. Support Formula in Laws:
   A. Current Support—$200 for each equivalent full-time student (carrying 12 term hours per week of academic course work, etc.); or one-third of the operating expenses—whichever is the lesser. (341.610.)[28]
   B. Capital Outlay—None.[29]

II. Support Formula in Official State Regulations:
   A. Current Support—There are no additional stipulations other than for the implementation of the law.
   B. Capital Outlay—None.

III. Support Formula in Actual Practice (1960–61):
   A. Current Support—State, one-third; local, one-third; tuition, one-third.
   B. Capital Outlay—Local, 100 percent.

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[28] In 1961 the Oregon Legislature enacted a law providing for State aid amounting to two-thirds of the statewide per student operating expenses for each equivalent full-time student in vocational education, lower division collegiate and other adult education classes. For the biennial period beginning July 1, 1961, a statewide per student cost of $650 will be used; or the difference between the operating expenses and the amount received from student tuition and fees.

[29] The Legislature also passed a bill providing for State aid for capital outlay expenditures not to exceed 75 percent of the actual cost. The remaining 25 percent is to come from the district. These actions were reported after the text and tables of this study had been compiled.

State Technical Institute

I. Support Formula in Laws:
   A. Current Support—No formula. Biennial State appropriations are provided to supplement student fees. No local support.
   B. Capital Outlay—No formula. State appropriations for building projects are made to Department of Higher Education by the Legislature (Chapter 566, 1959.)

II. Support Formula in Official State Regulations:
   A. Current Support—There are no additional stipulations other than for the implementation of the law.
   B. Capital Outlay—There are no additional stipulations other than for the implementation of the law.

III. Support Formula in Actual Practice (1960–61):
   A. Current Support—State, 91 percent; tuition, 9 percent.
   B. Capital Outlay—State, 100 percent.

PENNSYLVANIA

There is one junior college under municipal control (Hershey) and 14 Commonwealth Campuses of the Pennsylvania State University that serve essentially as 2-year colleges.

Extension Centers

I. Support Formula in Laws:
   A. Current Support—None.
   B. Capital Outlay—None.

II. Support Formula in Official State Regulations:
   A. Current Support—None.
   B. Capital Outlay—None.

III. Support Provided in Actual Practice (1960–61):
   A. Current Support—State, 50 percent; tuition, 50 percent. Appropriations for current support of the Commonwealth Campuses are contained in legislative appropriations to Pennsylvania State University.
   B. Capital Outlay—State, 0 percent; local, 100 percent. Funds for capital outlay are appropriated by the Legislature to the parent institution, Pennsylvania State University.

2-Year College Under Municipal Control

I. Support Formula in Laws:
   A. Current Support—None.
   B. Capital Outlay—None.

II. Support Formula in Official State Regulations:
  A. Current Support—None.
  B. Capital Outlay—None.

III. Support Formula in Actual Practice (1960–61):
  A. Current Support—100 percent from the local area. (The Board of School Directors of the Derry Township School District administers the junior college with funds from the M.S. Hershey Foundation.)
  B. Capital Outlay—100 percent from the local area. (See above.)

RHODE ISLAND

At the present time, there are no publicly supported 2-year colleges in Rhode Island. However, there is a State plan for establishing a system of public community colleges, the first of which will open in 1964.

I. Support Formula in Laws:
  A. Current Support—General Assembly will annually appropriate such sums as it deems necessary for the support and maintenance of community colleges. (Chapter 47.)
  B. Capital Outlay—No formula. The capital budget requests are submitted annually to the Rhode Island Development Council, the Governor, and the General Assembly.

II. Support Formula in Official State Regulations:
  A. Current Support—None.
  B. Capital Outlay—None.

III. Support Formula in Actual Practice (as contemplated):
  A. Current Support—State, 71 percent; tuition, 29 percent. (Student tuition will be $200 a year and the State will provide approximately $500.)
  B. Capital Outlay—100 percent from the State.

SOUTH CAROLINA

There are no publicly supported 2-year colleges in South Carolina.

SOUTH DAKOTA

There are no publicly supported 2-year colleges in South Dakota.

TENNESSEE

There are no publicly supported 2-year colleges in Tennessee.

TEXAS

There are 33 public 2-year colleges operating under the general enabling acts. In addition, there is a 2-year branch of Texas Agricultural and Mechanical College which is in the process of becoming a 4-year branch; also, the Junior College Division of the University of Houston, a privately controlled institution, is receiving State funds as reimbursement for education provided to junior college level students. The latter two institutions are not counted among the 452 institutions reported in tables in this study.

I. Support Formula in Laws:
   A. Current Support—Biennial appropriations sufficient to supplement local funds in the proper support, maintenance, operation, and improvement of the public junior colleges of Texas accredited by the State Department of Education. All of the funds are to be used exclusively for the purpose of paying salaries of instructors and instructional supplies. (2815j-2)
   B. Capital Outlay—Provided wholly by the local district.

II. Support Formula in Official State Regulations:
   A. Current Support—There are no additional stipulations other than for the implementation of the law.
   B. Capital Outlay—None.

III. Support Formula in Actual Practice (1960-61):
   A. Current Support—State, 27.5 percent; local, 37.3 percent; tuition, 35.2 percent.
   B. Capital Outlay—100 percent from the local district.

UTAH

In Utah there is one State 2-year college operated under the State Board of Education, another as a branch of the University of Utah, and a third under Utah State University of Agriculture and Applied Science. However, support of higher institutions is determined by formula as described below.

I. Support Formula in Laws:
   A. Current Support—Biennial appropriations for the support of institutions of higher education: (1) Instruction: (a) $4,000 per classroom unit for all lower division officially registered resident students, including summer school and extension students, excepting home economics students. (b) $4,500 per classroom unit for all vocational-technical and upper division officially registered resident students, including summer school and extension students, excepting home economic students. (c) $5,000 per classroom unit, for all regularly registered professional upper division, graduate students, and including home economics. (2) Maintenance and Repair of Physical Plant and Grounds: (a) 20 cents for each square foot of weighted floor space (lavatories and laboratories)—weight of 3; classrooms, libraries, and office space—weight of 2; halls, gyms, stages, lounges, and other heated areas—weight of 1; garages, barns, and other non-

heated buildings—weight of one-half. (3) Administration: (a) 15 percent of total of (1) and (2) above, for institution of 500 or more students; (b) 20 percent of total of (1) and (2) above, for institutions of less than 500 students. Students as defined above refers to equivalent full-time students computed by dividing the number of credit hours of instruction given to all resident students by 45, the average number of credit hours taken by a full-time resident student. A further law (1959) specifies that appropriation requests for State funds shall be submitted by convening bodies of post-high-school institutions, shall be reviewed by the Coordinating Council and presented to the Governor. No specific formula is as yet established.

B. Capital Outlay—No formula. Requests are made through the State Building Board.

II. Support Formula in Official State Regulations:

A. Current Support—There are no additional stipulations other than for the implementation of the law.

B. Capital Outlay—None.

III. Support Formula in Actual Practice (1960–61):

A. Current Support—State, 89 percent; tuition, 11 percent.

B. Capital Outlay—State, 100 percent.

VERMONT

Vermont has one publicly supported 2-year technical institute. The institute was established in 1957 by a special legislative enactment.

I. Support Formula in Laws:

A. Current Support—None.

B. Capital Outlay—None.

II. Support Formula in Official State Regulations:

A. Current Support—None.

B. Capital Outlay—None.

III. Support Formula in Actual Practice (1960–61):

A. Current Support—State, 55 percent; tuition, 45 percent. The Legislature makes regular appropriations for current support.

B. Capital Outlay—State, 100 percent. The Legislature makes appropriations for capital outlay needs.

VIRGINIA

Virginia has three publicly supported 2-year colleges which are branches of 4-year colleges and universities.

I. Support Formula in Laws:

A. Current Support—No specific formula. State aid is in the form of direct budget requests as recommended by the State Council of Higher Education and appropriated by the Legislature.

B. Capital Outlay—No specific formula. State aid is in the form of direct budget requests as recommended by the State Council of Higher Education and appropriated by the Legislature.

II. Support Formula in Official State Regulations:
   A. Current Support—None.
   B. Capital Outlay—None.

III. Support Formula in Actual Practice (1960–61):
   A. Current Support—State, 37.9 percent; tuition, 62.1 percent.
   B. Capital Outlay—State, 100 percent. (Evidence of local interest in the establishment is expected to be shown in a tangible way through the provision of site and site improvements. No accurate data is available, however, as this is not included in the appropriations act.)

WASHINGTON

Washington has 11 publicly supported 2-year colleges operating under the general enabling legislation of the State.

I. Support Formula in Laws:
   A. Current Support—(1) *Current School Fund for Basic Support* (Ch. 141). Each school district receives 40 cents for each day of attendance, and $2,445.50 per annum for each certified employee of each district.

   (2) *Current School Funds for Equalization of Proceeds of District Tax* (Ch. 226). (a) State guarantees to each district the larger of the following amounts: (1) 46 cents times the total number of days of attendance for the districts, or (2) 46 cents times 4,500 days of attendance ($2,070) for each certificated employee, plus a basic allotment established by the State Board of Education for the particular type of district. If the amount received by the district from five-sixths of the maximum regular school district tax levy applied to its local assessed valuation plus in-lieu-of-tax payments and other prescribed items, if any, does not equal the larger of the two amounts stated above, the deficit is apportioned to the district by the State as an equalization payment.

   (3) *State School Equalization Fund* (Ch. 226). This fund is used to supplement the proceeds of a 1 percent real estate transfer tax in each county to the extent to which funds so derived are not sufficient to provide 17 cents per attendance day. Attendance in approved vocational and junior college programs operating as extended secondary courses is computed on a weighted factor of two, thus one full-time attendance day student enrolled in an extended secondary or junior college is computed as two attendance days in the application of the support formula.

   B. Capital Outlay—*School Building Construction Fund* (Ch. 278). Assistance is graduated downward from 90 percent of the eligible cost of projects to zero, depending on the relationship

of the assessed valuation of the district to the number of certificated employees therein.

II. Support Formula in Official State Regulations:
  A. Current Support—There are no additional stipulations other than for the implementation of the law.
  B. Capital Outlay—There are no additional stipulations other than for the implementation of the law.

III. Support Formula in Actual Practice (1960–61):
  A. Current Support—State, 72 percent; local, 10 percent; students, 16 percent; Federal, 2 percent.
  B. Capital Outlay—State, 76 percent; local, 24 percent.

WEST VIRGINIA

The only publicly supported 2-year college in West Virginia is the Potomac State College of West Virginia University.

I. Support Formula in Laws:
  A Current Support—None.
  B. Capital Outlay—None.

II. Support Formula in Official State Regulations:
  A. Current Support—None.
  B. Capital Outlay—None.

III. Support Formula in Actual Practice (1960–61):
  A. Current Support—State, two-thirds; tuition, one-third. (This proportion is merely an approximation. In practice, the total operating cost is appropriated by the State; all tuition, $25 per semester, and one-third of registration fee, $50 per semester, go into the General Revenue of the State.
  B. Capital Outlay—100 percent from the State. The Legislature makes line item appropriations to the 2-year branch for needed capital outlay funds.

WISCONSIN

Wisconsin has two types of 2-year colleges: the 22 County Teachers Colleges and the 8 Extension Centers of the University of Wisconsin.

County Teachers Colleges

I. Support Formula in Laws:
  A. Current Support—State support is based upon a salary schedule for instructional staff; minimum of $4,500, maximum of $6,950.
  B. Capital Outlay—None.

II. Support Formula in Official State Regulations:
  A. Current Support—Schedule for training and experience set by State Department of Public Instruction rules.
  B. Capital Outlay—None.

III. Support Formula in Actual Practice (1960–61):
  A. Current Support—State, 53 percent; county, 26 percent; tuition, 15 percent; other sources, 6 percent.
  B. Capital Outlay—100 percent from the county.

Extension Centers

I. Support Formula in Laws:
  A. Current Support—No formula. Board of Regents is authorized to request operational funds for any and all parts of the University at each legislative session.
  B. Capital Outlay—No formula. Local area supplies and maintains buildings. Capital equipment related to instruction, classroom and laboratory equipment, libraries and office furnishings are provided by State funds.
  NOTE: By law, counties and/or cities either singly or cooperatively are permitted to bond and build facilities for centers.

II. Support Formula in Official State Regulations:
  A. Current Support—No formula. Biennial appropriation made for support of center. See above.
  B. Capital Outlay—No formula for capital construction. Legislature has approved substantial funds for equipping buildings constructed as centers.

III. Support Formula in Actual Practice (1960–61):
  A. Current Support—Not a specific formula. In general, the approximate proportion is: State, 68 percent; 32 percent from local and tuition.
  B. Capital Outlay—For capital construction, 100 percent local, except capital equipment.

WYOMING

There are five publicly supported 2-year colleges in Wyoming operating under the general enabling legislation of the State.

I. Support Formula in Laws:
  A. Current Support—1959 Legislative session provided for appropriation of $400,000 for State aid; $300,000 of which is to be distributed to junior colleges in existence prior to January 1, 1959, at the rate of $10,000 to each college each year as a flat grant plus a pro-rata amount of half the remainder on a per-student basis. The remaining $100,000 of the $400,000 appropriation is held for distribution to com-

munity colleges established during the next biennium. (21–468)[30]

B. Capital Outlay—All from local sources.

II. Support Formula in Official State Regulations:
   A. Current Support—None.
   B. Capital Outlay—None.

III. Support Formula in Actual Practice (1960–61):
   A. Current Support—State, 25 percent; local, 50 percent; tuition, 25 percent.
   B. Capital Outlay—100 percent from the local area.

[30] For the 1961–63 biennium, the Legislature appropriated $534,550 as State aid for community and junior colleges established prior to January 1, 1961, and an additional $100,000 for distribution to any additional community or junior colleges established during the biennium. This action was reported after the text and tables of this study had been compiled.

☆ U.S. GOVERNMENT PRINTING OFFICE: 1962—647894

UNITED STATES
GOVERNMENT PRINTING OFFICE
DIVISION OF PUBLIC DOCUMENTS
WASHINGTON 25, D.C.

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